

# COVINA GENERAL PLAN

## HOUSING ELEMENT

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## TABLE OF CONTENTS

<b>LIST OF TABLES</b>	<b>III</b>
<b>LIST OF PICTURES</b>	<b>V</b>
<b>EXECUTIVE SUMMARY</b>	<b>VII</b>
<b>I. BACKGROUND</b>	<b>1</b>
<b>II. OVERVIEW OF KEY EXISTING HOUSING ISSUES AND NEEDS</b>	<b>3</b>
A. General	3
B. Key Existing Housing Issues	3
C. Key Existing Housing Needs	6
1. Needs Identified By City Staff	6
2. Needs Identified By Southern California Association of Governments Regional Housing Needs Assessment (RHNA)	6
<b>III. HOUSING GOAL, OBJECTIVES, AND POLICIES</b>	<b>9</b>
A. General	9
B. Goal, Objectives, and Policies	9
<b>IV. PROPOSED LAND USE PLAN RELATING TO HOUSING</b>	<b>17</b>
<b>V. QUANTIFIED CONSTRUCTION, REHABILITATION, AND CONSERVATION OBJECTIVES</b>	<b>19</b>
A. General	19
B. Quantified Construction Objectives	19
C. Quantified Rehabilitation Objectives	21
D. Quantified Conservation Objectives	21
<b>VI. THEORETICAL/POTENTIAL HOUSING SITES FOR ALL INCOME LEVELS</b>	<b>23</b>
<b>VII. HOUSING PROGRAMS/IMPLEMENTATION MEASURES</b>	<b>25</b>
A. General	25
B. Programs/Implementation Measures	25
<b>VIII. RELATION TO AND CONSISTENCY WITH OTHER GENERAL PLAN ELEMENTS</b>	<b>39</b>
<b>IX. CITIZEN PARTICIPATION IN HOUSING ELEMENT FORMATION</b>	<b>41</b>
<b>X. MONITORING HOUSING ELEMENT IMPLEMENTATION</b>	<b>43</b>

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## LIST OF TABLES

<b>Table</b>		<b>Page</b>
1.	Covina RHNA Existing Housing Needs, 1988	7
2.	Numbers of Covina Households Receiving Housing Payment Assistance, December 1992	7
3.	Covina General Plan Build-Out Figures	17
4.	Covina RHNA "Future Housing Needs"	19
5.	Covina Quantified Construction Objectives	20
6.	Covina Quantified Rehabilitation Objectives	21
7.	Covina Conserved Housing Units by Program Type and by Income Category	22
8.	Deficiencies in Covina Quantified Objectives	23
9.	Listing of Theoretical and Probable Development Potentials for all Covina Vacant and Underutilized Residential Zoned/Designated Sites	23
10.	Comparison of Numbers of Dwelling Units by Income Category Attained Through Site Identification Process to Deficiencies in Quantified Construction Objectives	24

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## LIST OF PICTURES

Picture	Page
1.	

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## **EXECUTIVE SUMMARY**

The housing element is the general plan chapter that establishes a comprehensive policy direction and program framework for addressing and meeting local housing needs, particularly those of lower income persons, for identifying and resolving local housing problems, and for recognizing and implementing State, regional, and local housing goals. In other words, the element serves as a foundation for all local governmental programs/efforts in this area or guides housing-related decisions and actions. The contents of a housing element, generally background information and data on existing housing conditions and trends and, more importantly, future-looking goals, objectives, policies, and programs, must meet minimum standards of the State of California, (Government Code Sections 65580-65589.8), which maintains an interest in ensuring that local governments acknowledge the availability, affordability, and structural adequacy of their housing supply for all economic segments. Covina's Housing Element is comprised of two volumes, this document and an accompanying background Study. The subject report is the action-oriented, future-looking component that focuses on goals, objectives, policies, and programs. The Housing Study, on the other hand, assesses the City's existing housing resources, needs, population, and economic and social make-up and thus functions as the basis for this Element document. It is believed that this organization best addresses State and regional housing statutes, goals, and policies and local conditions and desires. According to State law, the element generally operates on a five-year timeframe, and the current cycle runs through June 1996 (recently extended two years from 1994).

A key function of the housing element is, through the goal/objective/policy and program sections, to address to the greatest extent possible the most important community housing needs. Needs are grouped according to two general areas: 1) those designated by the Southern California Association of Governments (SCAG, a regional planning agency), and 2) those identified by the local government. SCAG's needs are divided into what are called "existing" and "future" components. Covina's existing needs refer to 1,690 very low and 929 low income households paying disproportionately high percentages of their incomes for housing. (Very low and low income households are those earning under 80% of the County median family income; and housing "overpayment" is paying more than 30% of gross monthly income on rent or a mortgage.) The future needs for Covina pertain to 1,976 dwelling units, at various income categories, that the City must attempt to accommodate, or at least plan for, to absorb projected growth. In terms of City-identified housing needs, the following are most important: very low and low income senior and non-senior households, including handicapped persons, paying high percentages of their incomes for housing; very low and low income homeowner households of all ages seeking property rehabilitation assistance; lower and moderate income potential first-time home buyers; and the necessity for the City to ensure the preservation and maintenance of the existing affordable housing stock, notably aging apartments and houses.

Related to needs are key housing-related issues that must also be acknowledged in the housing element update process. Typical issues include the quantity, density, and location of future housing development and redevelopment; accommodating dwelling unit growth while providing for sufficient economic development activities and providing for sufficient services and infrastructure; lower income household housing overpayment; maintaining structure and surrounding property conditions; maintaining appropriate development and design standards in new and remodeled housing; and dealing with household overcrowding, illegal dwelling units, and other occurrences and conditions spawned by changing demographic, social, and economic trends. All housing-related issues are discussed according to the following five-topic framework:

1. Housing unit types and amounts and future development activity.
2. Housing location and distribution.
3. Structural, occupancy, and community aesthetic conditions.
4. Housing costs and affordability.
5. Demographic, social, income, economic, and employment characteristics and trends.

The Housing Element addresses Covina's various needs through what the City believes is a sufficient and viable policy orientation and program framework, the two most important areas of this ten-chapter document. The policy orientation, first of all, is comprised of a general housing goal and several objectives and policies that function as a bridge between where Covina is (which is clarified in the Housing Study) and what it wishes to become (which is based on the Housing Element's programs). In other words, the goal and the objectives and policies, as stated above, guide decision-making and actions and form the basis for the programs, the chief vehicle for addressing local housing needs and issues. Policies are presented under six objectives, each of which, like the structure of the above issues, pertains to a different "topic area." The policy areas are:

1. The provision of various types of dwelling units, at reasonable quantities, that are suitable for all economic segments.
2. An adequate siting of, distribution of, and compatibility of various dwelling unit types among themselves and between residential and non-residential uses.
3. A community that maintains a high quality of life, good image and small-town atmosphere and attractive appearance both citywide and in terms of its individual buildings and that maintains and preserves the affordable housing stock, with all residential structures being legal, safe, and functional and all residential grounds being maintained.
4. A climate where persons and households of all types and backgrounds are accommodated, where demographic, social, economic, income, and employment changes and problems are acknowledged and handled to the greatest extent feasible, and where an adequate balance is achieved between housing construction and rehabilitation and preservation obligations and economic development necessities and regional planning requirements.
5. A climate where all housing needs, particularly lower income needs, are acknowledged and where such needs are addressed to the greatest extent possible through viable and cost-effective programs and strategies.

Generally, the various policies that are presented under the above five objectives focus on addressing all Covina lower income housing needs to the greatest extent possible; continuing to accommodate a variety of dwelling units for all economic segments at reasonable quantities and densities; preserving existing affordable housing resources such as apartments and mobile homes; maintaining reasonable building construction, density, and development standards; maintaining the overall condition of the housing stock; and dealing with problems such as overcrowding and illegally constructed units. Other policy orientations deal with acknowledging economic development necessities; exploiting downtown housing opportunities created by the opening of the Metrolink Commuter Train Station; maintaining and, where possible, expanding existing City/Redevelopment Agency programs such as rental subsidy, property rehabilitation, and code enforcement; and establishing a foundation for developing new strategies and programs to meet future housing challenges.

Housing element programs/implementation measures are important because, as stated above, they enable the goals, objectives, and policies to be realized and therefore serve as the chief mechanism for ensuring adequate overall element implementation. Several programs are presented, some of which currently exist and others that would commence upon Housing Element adoption. The programs are divided into the following five areas:

1. Major Funding Mechanisms
2. Development Standards
3. Building Structure Adequacy and Safety
4. Miscellaneous Procedural Matters
5. Public Information Dissemination

Within the above framework, a variety of housing programs are presented. For example, successful existing programs such as rent subsidy, property rehabilitation, and housing-related code enforcement are to be continued and, if possible and appropriate, expanded in application. Also, the City's Planned Community Development (PCD) process, which facilitates medium and high density development, is to be maintained and promoted more often. In addition, many new measures are proposed to better address Covina's housing needs and to better conserve the affordable housing stock. These programs generally build on the policy foundation established in the previous section and include such measures as mechanisms and strategies to develop new and rehabilitate existing deteriorating lower income housing (through, for example, expanding application of Federal Community Development Block Grant (CDBG) funding); permitting second units/granny flats, density bonuses, and mixed uses in and around the downtown; zoning currently vacant and underutilized residential sites to accommodate reasonable multi-family/medium and high density housing; expanding the housing-related code enforcement process; removing possible development constraints, if feasible and acceptable; monitoring growth in relation to overall Element implementation as well as the provision of sufficient public services and infrastructure; ensuring continuation of reasonable building development and design standards; and better disseminating information on City housing-related efforts.

In terms of addressing the City's above-noted SCAG housing needs, regarding the "existing" needs component, as of Housing Element preparation, 607 lower income renter households were receiving rent subsidies through either City or Federal programs. (SCAG identified 2,619 such households as in need of housing payment assistance.) However, only 88 additional households of the 607 currently-assisted residences have been added since these needs were first published. Thus, not all "needy" households are being assisted. As one approach to dealing with this deficiency, the Element's policies and programs call for, among other things, as stated above, attempting to increase local subsidies to qualifying lower income renters. Regarding the "future" needs, as stated above, Covina was obligated to have added to its housing stock or at least plan for 1,976 dwelling units during the current five-year housing element period to accommodate projected growth. The 1,976 figure, which is broken down according to the four standard economic groups, very low, low, moderate, and upper, serves as a basis for what the State calls quantified construction objectives. In other words, a community's quantified construction objectives, again, basically the numbers of income level specific dwelling units that a community must attempt to accommodate and/or develop through, respectively, private or public action over the five year RHNA/housing element period to account for population growth, should equal its SCAG future housing needs figures. But in Covina, as of Housing Element preparation, because of various physical and other development constraints, City funding limitations and existing administrative and policy commitments, and the recession-generated reduced private sector construction activity, the City's quantified development objectives (which total 385 dwelling units) fall short of the future housing needs. Covina has addressed this deficiency by creating housing objectives, policies, and programs that will maintain and expand local housing opportunities in future years and, in accordance with State law, by identifying and analyzing local housing suitable vacant and underutilized sites that could be developed with quantities of income category specific dwelling units that theoretically would resolve the shortfalls. Thus, the City has planned for addressing its RHNA "future" needs deficiencies, a key requirement. Although not all sites identified through this exercise will be developed during the current housing element period, the site identification process establishes a benchmark for evaluating and analyzing future housing decisions and will be of major use when the Element is updated in 1996. The overall quantified objective and site identification and analysis processes constitute key components of the above-noted program section.

Besides the quantified construction objectives, local governments must also set quantified objectives pertaining to housing rehabilitation and conservation. For the current, five-year housing element period, a total of 151 very low and 53 low income dwellings will have been rehabilitated. The City's definition of rehabilitation is providing grants or cash subsidies to qualifying low income single-family household homeowners to assist in new roofs, painting, and various structural improvements. Conservation, secondly, generally refers to a program or action that maintains dwelling unit income category associations. Through five local and Federal programs, City Rent Subsidy, Project-Specific Rent Restrictions, Code Enforcement, Section 8 Rent Subsidy, and Section 236 Rental Assistance, for the current Element period, Covina is able to conserve 788 dwelling units, 733 of which are occupied by very low and low income households.

Also as required by State planning law, the housing element has been prepared in a manner consistent with all other general plan chapters. For example, the overall land use development framework and population and housing unit build-out projections employed here are based on the Land Use Element, the central General Plan chapter and the one most closely linked to the Housing Element. (The proposed theoretical dwelling unit and population counts of the Land Use and thus Housing Elements (based on current boundaries) are 17,905 units and 49,149 persons. In 1992, Covina City's dwelling unit count was 16,020, meaning that a theoretical housing growth rate of 11.8% could occur, and the household population was 42,863, indicating a potential 14.7% increase. (The City has relatively few group quarters residents.) In addition, likely or probable build-out scenarios, based on 80% of the theoretical capacity, have also been computed. Thus, the same residential land use category density limits for both Elements have been used. They are: Low, 0 - 6.0 dwelling units per net acre; Medium, 6.1 - 14.0; and High, 14.1 - 22.0. Moreover, the goal/objective/policy and program sections of the Housing and Land Use Elements are similar in organization and content. Because the City has updated all General Plan components simultaneously, one common data and information foundation, based on the same community input and data analysis activities, has been used for the entire project. This has ensured inter-Element goal, objective, policy, and program consistency and therefore will greatly assist in overall General Plan implementation as well. In addition, again in accordance with State planning law, the City will monitor all major aspects of Housing Element implementation to verify the continuance of this consistency and to ensure that the policies and programs are carried out effectively and that needs are adequately addressed so that the desired Element goal and objectives are not greatly impeded. Monitoring is to be handled through providing annual reports to the Planning Commission and City Council and through related actions. Any identified problems or deficiencies will be thoroughly studied.

Lastly, in the housing element update process, local governments must conduct citizen participation activities to ensure that the views of all economic segments are addressed and considered. The City has complied with this requirement through developing and distributing questionnaires, conducting public forums, preparing a cable television commercial on the general plan update and forums, preparing and distributing update flyers and handouts, and publishing press releases and articles in various newspapers and City brochures. Other more general measures/activities have been employed as well. All public comments elicited through the various citizen participation measures have been carefully studied by the City and incorporated into the body of data and information that was used in formulating housing goals, objectives, and policies and therefore programs as well.

## I. BACKGROUND

The Housing Element is the general plan chapter that establishes a comprehensive policy direction and program framework for addressing and meeting local housing needs, particularly those of lower income persons, for identifying and resolving local housing problems, and for recognizing and implementing State, regional, and local housing goals. The State of California maintains a longstanding interest in ensuring that local governments acknowledge the availability, affordability, and structural adequacy of their housing supply because housing is an important human need and greatly influences a community's physical, economic, and social character, overall well-being, and stability. Also, and in recognition of the importance of this matter, the State has developed ambitious housing goals and policies that are contingent upon appropriate and responsive local action. The California Government Code (Section 65580) declares that:

1. The availability of housing is of vital statewide importance, and the early attainment of decent housing and a suitable living environment for every California family is a priority of the highest order,
2. The early attainment of this goal requires the cooperative participation of government and the private sector in an effort to expand housing opportunities and to accommodate the housing needs of Californians of all economic levels,
3. The provision of housing affordable to low and moderate income households requires the cooperation of all levels of government,
4. Local and state governments have a responsibility to use the powers vested in them to facilitate the improvement and development of housing to make adequate provision for the housing needs of all economic segments of the community, and
5. The Legislature recognizes that in carrying out this responsibility, each local government also has the responsibility to consider economic, environmental, and fiscal factors and community goals set forth in the general plan and to cooperate with other local governments and the State in addressing regional housing needs.

The crux of a housing element is a section on housing programs and implementation measures. The programs are developed upon, must be consistent with, and implement housing goals, objectives, and policies, which are based on a thorough identification and assessment of a community's housing resources and needs, demographic, social, and economic characteristics, and household compositions, matters that are addressed in the accompanying, below explained Housing Study. Programs thus guide all local housing decisions and actions pertaining to such matters as residential redevelopment and rehabilitation. Therefore, the housing element establishes a foundation for overall local governmental programs/efforts in this area. The housing element generally operates on a five-year timeframe, the current one of which initially was from July 1989 to June 1994. However, in accordance with recently passed State legislation, the current housing element period has been extended two years to June 1996. Refer to Section V below and to the accompanying Study for clarification.

Much of the housing-related background information and facts and analysis of data appears in the Housing Study, an all-inclusive compilation of Covina's existing housing resources, needs, issues, policies, and programs plus the City's demographic, social, and economic characteristics. Though separate, the Study is legally part of the Housing Element process. Most topics in this Element are referenced and detailed in the Study, a format that eliminates redundancies and facilitates Housing Element implementation by emphasizing and clarifying goals, objectives, policies and implementation measures, the Element's most important components. In other words, the two-document structure allows for this Housing Element to focus on policy orientations and program directives, key portions that could be obscured if interspersed with too much background data and analysis. It is believed that this organization best addresses State and regional housing statutes, goals, and policies and local conditions and desires.

The Covina Housing Element is divided into ten sections. Following this introductory discussion, the second section presents an overview of Covina's existing housing issues and needs, with a great deal of reference made to

the underlying Study. The third area details the Housing Element's goal and the objectives and policies, which, as stated above, bridge the gap between where the City is and what it wishes to become. Section number four describes the Land Use Plan, from the Land Use Element, which serves as the physical development foundation for this Housing Element. The fifth chapter presents specific quantified building construction, rehabilitation, and conservation objectives for the current Housing Element period. The sixth area, a response to a particular State statute dealing with fulfilling deficient regional "future housing needs," describes potential housing construction of currently vacant and underutilized properties that are best suited for future residential growth. Section number seven, the most important chapter, presents the housing programs/implementation measures. The eighth topic explains how the Housing Element relates to and is consistent with other General Plan Elements. Lastly, the ninth and tenth chapters describe, respectively, how citizen participation has been accommodated in formulating the Housing Element update process and in what ways the Element will be monitored to ensure effective implementation.

The entire contents of the Housing Element is based on State Housing Element Law requirements (Sections 65580-65589.8 of the California Government Code), the California Department of Housing and Community Development's (HCD) Housing Element Questions and Answers, an advisory document on housing element preparation, and on various HCD informational reports/memoranda to local governments. Under law, the State establishes the overall data and analysis requirements and allows local governments to address and meet their housing responsibilities in a manner tailored to local conditions and circumstances. The Covina Housing Element has therefore been prepared and, as previously stated, organized in a manner that the City feels is most complete and logical and best suited for carrying out housing activities.

## **II. OVERVIEW OF KEY EXISTING HOUSING ISSUES AND NEEDS**

### **A. General**

This chapter lists the key Covina housing issues and existing needs, summarized from, respectively, Sections “K” and “D3a” of the accompanying background Housing Study. All issues, which are presented within the same five-topic framework that was employed in the Study, have been ascertained by the City, whereas both City- and regional agency-identified existing needs are described. Housing issues and needs are crafted from a community’s overall housing related facts, trends, characteristics, and citizen input and are important because they form the basis for below-described goals, objectives, policies, and programs. Refer to the Study for clarification on these issues and needs and on the underlying data and information.

### **B. Key Existing Housing Issues**

The framework in which the issues are presented is illustrated below. Within each topic area, the issues are not listed in any particular order.

1. Housing Unit Types and Amounts and Future Development Activity.
2. Housing Location and Distribution.
3. Structural, Occupancy, and Community Aesthetic Conditions.
4. Housing Costs and Affordability.
5. Demographic, Social, Income, Economic, and Employment Characteristics and Trends.

The existing housing issues are:

#### **1. Housing Unit Types and Amounts and Future Development Activity**

- a. Recognizing City’s obligation to maintain and accommodate a variety of housing types for all economic segments, while finding an appropriate dwelling unit mix.
- b. Dealing with City’s perceived over-concentration of apartments and perceived permissive medium and high density limits, and, accordingly, making reasonable density adjustments.
- c. Accommodating a moderate amount of future growth while ensuring adequate public services, facilities, and infrastructure.
- d. Continuing accommodating medium and high density developments, particularly apartments, as a means of addressing lower income housing needs.
- e. Pertaining to matters such as single-family detached house lot size and apartment/condominium setbacks, parking, and open space, maintaining appropriate development standards to ensure high quality, attractive, and functional housing developments and being cautious about standard reductions.
- f. Addressing SCAG’s (Southern California Association of Governments, the advisory regional planning agency for the region) future housing construction needs targets while considering Covina’s existing situation, generally built-out character, development constraints, and economic development factors such as the City’s need and obligation to focus on job retention and growth.

- g. Deciding how and under what circumstances to accommodate new housing types, such as granny flats/second units and mixed uses, and to allow for density adjustments under the State density bonus process and a special local procedure to consider two dwelling units as one.
- h. Along with constructing and maintaining its housing, recognizing Covina's obligation to maintain and, where possible, increase its number of employment opportunities to have a good jobs-to-housing ratio and to bolster local economic development efforts.

## **2. Housing Location and Distribution**

- a. Maintaining current general land use distribution or pattern regarding all housing units.
- b. Avoiding land use conflicts in future housing development decisions.
- c. Protecting single-family detached neighborhoods from perceived medium- and high-density residential and non-residential encroachments.
- d. Ensuring the adequacy of future low income housing sites, particularly for seniors, in terms of accessibility to services, shopping, public transportation, and needed facilities.
- e. Considering the area in and around the downtown as appropriate for mixed use housing developments, particularly within an "urban village" context that links upper density dwelling units with district revitalization activities and the Metrolink Commuter Train Station.
- f. Considering the potential land use compatibility, physical betterment, and economic development benefits associated with abating major nonconforming uses--and deciding on a fair and reasonable approach to carrying out the strategy.
- g. Acknowledging the RHNA or regional housing needs housing site identification process in making future residential locational decisions and, accordingly, ensuring adequate Zoning, programs, and monitoring.

## **3. Structural, Occupancy, and Community Aesthetic Conditions.**

- a. Maintaining the City's small-town character, positive image, and good overall appearance.
- b. Preserving and maintaining structural conditions of the aging housing stock, particularly deteriorating apartments, and abating any dilapidated buildings, through existing and potential new programs.
- c. Maintaining and enforcing private property maintenance provisions and maintaining and expanding housing code enforcement activities, particularly from an intra-departmental standpoint and possibly to focus resources in areas with notably high concentrations of identified housing-related violations/problems.
- d. Continuing and, if possible, increasing the single-family detached housing rehabilitation program.
- e. Maintaining high quality, attractive, and functional new developments and residential additions by enforcing all development standards and design guidelines.
- f. Coping with proliferation of overcrowding and deciding what responses, if any, are appropriate.
- g. Coping with and abating illegally constructed dwelling units.
- h. Preserving residential districts and/or buildings deemed architecturally and/or historically significant.

#### **4. Housing Costs and Affordability**

- a. Dealing with incidence of lower income households, particularly renters, paying disproportionately high percentages of their incomes on housing.
- b. Monitoring and, where possible, removing City constraints on the maintenance, improvement, and development of housing.
- c. Continuing to consider the Covina Zoning Ordinance Planned Community Development (PCD) overlay district, which allows for modifications in development standards and often facilitates medium- and high-density developments, along with other potential programs, to create housing.
- d. Monitoring the continuation of affordability controls in various “special” lower income housing complexes and maintaining affordability controls on Shadow Hills apartments (which could be terminated).
- e. Considering utilizing additional incentives and/or beginning new programs with sufficient funding support to deal with old, deteriorating apartments, such as outright purchases, and the need to build low cost housing units, such as density bonuses and/or development standard reduction.
- f. Expanding, to the greatest extent feasible, the City’s rent subsidy program in terms of funding and considering having greater emphasis on non-senior citizen households.
- g. Expanding, to the greatest extent possible, the City’s property rehabilitation program for lower-income households and considering expanding the program to cover multiple-family developments.
- h. Monitoring future Covina construction to ensure that the income categories of new residential units fulfill the City’s RHNA development objectives, particularly regarding very low and low income households.
- i. Exploring all new, potentially viable housing programs that would enable the City to maximize lower income household benefits with minimum costs.

#### **5. Demographic, Social, Income, Economic, and Employment Characteristics and Trends**

- a. Coping with an aging and more ethnically diverse population.
- b. Coping with recently increased incidence of poverty, particularly regarding small families.
- c. Coping with incidence of lower income household housing overpayment, particularly regarding renters.
- d. Understanding how changes in demographic, social, income, and employment factors result in “nontraditional” household arrangements and overcrowding and appropriately dealing with these matters.
- e. Dealing with economic and market demand factors and pressures and changing employment trends and commuting patterns that have led to increasing and, in some case, stabilizing housing prices and rental rates.
- f. Recognizing that the comingling of rising housing prices and rental rates and changes in the structure of southern California’s economy during the 1980s were a major force behind the increasing incidence of lower income renter housing overpayment (which was much more serious than owner overpayment).
- g. Balancing the obligation to provide more housing with the need to increase employment (or to maintain a strong jobs-to-housing ratio and to monitor Covina’s ratio), the need to maintain and attract high sales-tax

producing businesses, and the need to implement various regional planning measures to reduce traffic congestion, air pollution, waste generation, and other problems.

### C. Key Existing Housing Needs

As was the case with the issues, the needs are not listed in any particular order.

#### 1. Needs Identified by City Staff

- a. Lower, particularly very low, income senior households overpaying or paying disproportionately high percentages of their incomes for housing or rent.
- b. Lower, particularly very low, income non-senior households overpaying for housing or rent. Small households (1 - 4 persons) are at a greater need than large households (5 or more persons).
- c. Lower, particularly very low, income handicapped persons, especially seniors, overpaying for housing.
- d. Lower and moderate income potential first-time home buyers.
- e. Lower, particularly very low, income homeowner households of all ages seeking property rehabilitation assistance.
- f. Identified homeless persons.
- g. Deteriorating and neglected aging apartments in need of nuisance abatement/code enforcement action and/or rehabilitation.
- h. Regarding "a" through "g" above, recognizing the need to monitor housing needs in the future to identify any changes.

#### 2. Needs Identified by Southern California Association of Governments (SCAG) Regional Housing Needs Assessment (RHNA)

SCAG's RHNA is a document that applies to all local governments in the region and contains "existing" and "future" housing needs figures that must be considered in the housing element update process. (Refer to Section "D3" of the accompanying Study for clarification of all information presented in this area.) The "existing needs" component is discussed here. "Future needs" are addressed in Section V under Quantified Construction Objectives.

The existing housing needs are defined as very low income (earning less than 50% of County median family income) and low income (earning between 50% and 80% of the County median) households paying more than 30% of their monthly incomes on housing.

**TABLE 1. COVINA RHNA EXISTING HOUSING NEEDS, 1988\***

TENURE	INCOME CATEGORY		
	<u>VERY LOW</u>	<u>LOW</u>	<u>TOTAL</u>
Owners	414	254	668
Renters	<u>1,276</u>	<u>675</u>	<u>1,951</u>
Total	1,690	929	2,619
Total 1988 Households		=	15,710
Total 1988 Lower Income Households		=	5,216

\*Applies to current 1989-94 regional housing needs period.

Thus, in accordance with the regional housing needs requirement, the housing element process must address the above and other needs through appropriate and viable policies and programs to the greatest extent possible. Table 2 below lists numbers of housing payment assisted lower income households by program type as of initial Housing Element preparation. Only renters are eligible for participation in current programs.

**TABLE 2. NUMBERS OF COVINA HOUSEHOLDS RECEIVING HOUSING PAYMENT ASSISTANCE, DECEMBER 1992**

PROGRAM	NUMBER OF HOUSEHOLDS		
	<u>TOTAL</u>	<u>VERY LOW</u>	<u>LOW</u>
A. FEDERAL			
1. HUD Section 8 (Rental Subsidy - Various Locations)	252	169 (1)	83 (1)
2. HUD Section 236 (Below Market Rate - One Complex)	168	113 (1)	55 (1)
B. CITY OF COVINA			
1. Rental Subsidy	87	87	0
2. Revenue Bond (Below Market Rate - One Complex)	44	25	19
3. Special Developer Agreement (Below Market Rate - One Complex)	56	38 (2)	18 (2)
Total	607	432	175

(1) An estimate that assumes two-thirds of the program recipients are very low income. Actual data on very low/low distribution is not available.

(2) The apartment complex in question actually has 140 units, though 61 of the households receive rental subsidies (B1) and 23 get Section 8 assistance (A1). To avoid duplication, these "crossover" households have not been considered here.

Of the above 607 presently assisted households, 88 (14.5%) have been added since 1988 (the date of which Table 1 applies). Although many Covina lower income households, then, receive rental assistance, current subsidy programs

do not meet RHNA existing needs. Consideration of this deficiency therefore is warranted.

### **III. HOUSING GOAL, OBJECTIVES, AND POLICIES**

#### **A. General**

Goals, objectives, and policies together are important in the housing element process because they function as a bridge between where a community is (based on an assessment, which is discussed in Section II above and clarified in the Housing Study) and what it wishes to become (based on programs, which are presented in Section VII). In other words, housing goals, objectives, and policies form the basis for making topical decisions and for developing viable programs to address housing issues and needs. According to the State general plan development guidelines, a goal is a general expression of an ideal future condition or state toward which the community wishes to advance. An objective, on the other hand, is similar to a goal but more specific in focus. In other words, several objectives generally “branch off” or clarify the condition or state of which the goal leads. Lastly, a policy is a statement that is based on one or more objectives and is intended to guide decision making and actions. In order for policies to be useful and to be indicative of governmental commitment, they must be clear and unambiguous. Therefore, all below policies are listed within the context of “The City shall. . .”

In applying goals, objectives, and policies to the Covina Housing Element, one goal and five objectives are utilized as the overall framework and are each expanded upon and clarified with policies. The five objectives are structured around different housing topics. The first topic pertains to the quantity and type of future dwelling units. The second group focuses on future housing from a spatial distribution standpoint. Topic area number three deals with community image, appearance, and building adequacy. The forth policy area pertains to accommodating demographic shifts and regional planning mandates. The fifth and final subject group focuses on housing needs. For simplicity, the objective framework is somewhat based on Section “K” of the Housing Study, which summarized Covina’s key housing issues. It must be noted that the objectives are not mutually exclusive and that they are fairly specific to provide the City with what are believed best starting points for effective policy and program development and, therefore, Housing Element implementation as well.

The policies themselves, which are also patterned after the above noted Section “K” issues as well as other Housing Study topics, are varied and broad so as to give the City ample flexibility in decision-making and programmatic activities and, in the course of reviewing various projects, to facilitate the making of General Plan consistency/conformity findings. Because the five objectives are not mutually exclusive, in some cases a single policy or part of a policy may apply to more than one topical area. It is believed that this objective-policy framework best addresses Covina’s housing situation and needs. The Housing Element goal, objectives, and policies are all applied on a citywide basis, unless otherwise stated.

#### **B. Goal, Objectives, and Policies**

The Covina Housing Element goal is:

A Housing Element that accurately reflects Covina’s early 1990s housing-related situation, resources, and needs and establishes a clear, unambiguous, and locally acceptable policy orientation and program framework so that community decisions and actions will affectively, viably, and efficiently address Covina housing issues, needs, and problems.

The five Housing Element objectives are:

- A. Area 1 -** The provision of various types of dwelling units, at reasonable quantities, that are suitable for all economic segments.
- B. Area 2 -** An adequate siting of, distribution of, and compatibility of various dwelling unit types among themselves and between residential and non-residential uses.

- C. Area 3 - A community that maintains a high quality of life, a good image and small-town atmosphere, and an attractive appearance both citywide and in terms of its individual buildings and that maintains and preserves the affordable housing stock, with all residential structures being legal, safe, and functional and all residential grounds being maintained.
- D. Area 4 - A climate where persons and households of all types and backgrounds are accommodated, where demographic, social, economic, income, and employment changes and problems are acknowledged and handled to the greatest extent feasible, and where an adequate balance is achieved between housing construction and rehabilitation and preservation obligations and economic development necessities and regional planning requirements.
- E. Area 5 - A climate where all housing needs, particularly lower income needs, are acknowledged and where such needs are addressed to the greatest extent possible through viable and cost-effective programs and strategies.

Again, the above goal and objectives best address Covina's housing situation and provide a logical framework for the presentation of policies and the establishment of programs. To clarify and bolster the correlation between Element policies and programs, thus facilitating overall implementation, the policies' respective primary "implementing" housing programs are listed by program number. The programs/implementation measures are described in detail in Section VII. The below policies are not presented in any particular order.

#### **A .      Housing Topic Area 1**

##### **1 .      Objective:**

The provision of various types of dwelling units, at reasonable quantities, that are suitable for all economic segments.

##### **2 .      Policies:**

The City shall:

- a. Maintain and/or accommodate development of a variety of housing types, including single family detached houses, condominiums/townhomes, apartments, and mobile homes, second unit/granny flats, and mixed uses, to suit all economic segments and as a means of addressing the City's regional housing obligations to the greatest extent possible. (A 2, 3, 4, 5, 6, 7, 8; B 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13; C 1, 2, 3; D 4, 5, 6, 7, 8, 14)
- b. Maintain and consider to reasonably facilitate development of dwelling units particularly suitable for lower and moderate income residents, such as medium and high density apartments, condominiums/townhouses, second units, and mixed uses to ensure lower and moderate income household accommodation. (A 2, 3, 4, 6, 7, 8; B 2, 3, 4, 5, 6, 7, 8, 12, 13; C 1, 2, 3; D 2, 5, 6, 7, 12, 14)
- c. Meet its designated regional/SCAG "future construction needs" targets to the greatest extent possible, both during the initial five-year RHNA timeframe and the two-year period (July 1994 to June 1996) between the end of the current RHNA process and the beginning of the new general housing element period. (A 2, 3, 4, 5, 6, 7, 8; B 2, 3, 4, 5, 6, 8, 12; D 5, 6, 7, 14)
- d. Maintain to the greatest extent practical areas zoned/designated for medium and high density residential facilities and for mobile homes. (B 6, 7, 9, 13; D 6, 7)
- e. Ensure that the rate and amount of new residential growth can be accommodated in light of Covina physical and economic constraints and that growth can be provided adequate public services, facilities, and infrastructure. (B 5, 13, 14; D 14, 15, 16, 17, 19)

- f. Consider the impacts of residential growth on the City's needs and obligations to bolster the local economy/business base and local employment opportunities and to implement various regional planning mandates. (D 3, 14, 16, 17, 19)
- g. Permit and facilitate maximum feasible residential infill development or development of vacant and underutilized parcels through existing Zoning provisions and new appropriate procedures as a means of providing a mix of housing for all economic segments and of meeting regional housing needs targets. (B 1, 2, 3, 4, 5, 6, 7, 8, 13; D 6, 7)
- h. Consider development applications utilizing the Covina Zoning Ordinance Planned Community Development (PCD) process (which allows for development standard modifications if certain conditions are met) to facilitate residential development. (B 5, 6, 7; D 6, 9)
- i. Consider new programs and procedures, including new dwelling unit types, that will facilitate the construction of affordable housing. (A 2, 3, 4, 6, 7, 8; B 1, 2, 3, 4, 15; D 6, 7, 8, 9, 10, 11)
- j. Attempt to incorporate the new Metrolink Commuter Train Station and the downtown revitalization project into housing decisions. (B 2, 3, 4, 5, 7; D 9)
- k. Follow all General Plan and Zoning density and development standards, except where community goals, objectives, and policies are best furthered. (B 2, 3, 4, 5, 8, 13)
- l. Monitor the City's successes in meeting its housing needs or in constructing, maintaining, and improving housing units, particularly during the two-year (July 1994 to June 1996) "gap" period and so that future Housing Elements are based on sufficient information. (D 6, 7, 14, 16, 19)
- m. Encourage that residential developments incorporate areas or facilities to accommodate State and regional agency mandated environmental programs, including, but not limited to, on-site storage areas for collecting recyclable materials and telecommuting rooms. (B 8, 14; D 14, 17, 19)

## **B. Housing Topic Area 2**

### **1. Objective:**

An adequate siting of, distribution of, and compatibility of various dwelling unit types among themselves and between residential and nonresidential uses.

### **2. Policies:**

The City shall:

- a. Maintain the current general land use distribution or pattern regarding all housing unit categories. (B 6, 7, 13; D 14)
- b. Accommodate new housing of various types and densities that reflect the use, scale, and character of existing and/or planned residential uses in the surrounding area. (B 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 12, 13; D 6, 7, 15)
- c. Protect single-family detached neighborhoods from medium or high density or nonresidential use encroachments. (B 8, 12, 13)
- d. Notwithstanding objectives and policies to minimize land use conflicts, consider mixed use housing as appropriate in and around the downtown to bolster existing downtown revitalization efforts and best exploit

**Metrolink Commuter Train Station impacts. (B 2, 3, 4, 5, 6, 7, 8)**

- e. Ensure the adequacy of future low income housing sites, particularly for seniors, in terms of accessibility to services, shopping, transportation, and needed facilities. (B 12, 13; D 6, 7, 14)
- f. Monitor and best capitalize on possible land use intensification and other pressures associated with the new Metrolink Commuter Train Station. (B 4, 13; D 3, 14, 15)
- g. Follow all General Plan and Zoning density and development standards and design guidelines, except where community goals, objectives, and policies are best furthered. (B 2, 3, 4, 5, 8, 13)
- h. Permit only single-family detached units to be developed on large, underutilized single-family properties to ensure land use compatibility. (B 7, 8, 13; D 6)
- i. Acknowledge and monitor sites identified as potentially suitable for affordable housing, in accordance with the regional housing needs accommodation process. (B 6, 7; D 6, 7)
- j. Encourage consolidation of substandard width lots for apartments, condominiums/townhomes, and mixed use projects as a means of facilitating code compliance. (B 5, 7, 8, 13)
- k. Consider development applications utilizing the Covina Zoning Ordinance Planned Community Development (PCD) process (which allows for development standard modifications if certain conditions are met) to facilitate residential development. (B 5, 6, 7; D 6, 9)
- l. Monitor, review, and, where appropriate, streamline the housing application review process as a means of lessening development constraints. (B 15; D 14, 19)

**C. Housing Topic Area 3**

**1. Objective:**

A community that maintains a high quality of life, a good image and small-town atmosphere, and an attractive appearance both citywide and in terms of its individual buildings and that maintains and preserves the affordable housing stock, with all residential structures being legal, safe, and functional, and all residential grounds being maintained.

**2. Policies:**

The City shall:

- a. Preserve the predominantly low-rise, low to medium density character of Covina's neighborhoods. (B 8, 13; D 2, 14)
- b. Maintain and, where possible, enhance Covina's attractive appearance, positive image, and small town character. (B 8, 13; C 2, 3, 4; D 1, 3, 14, 15, 16, 20; E 1, 4)
- c. Preserve the very low density, rural character and sensitive environmental resources of Covina Hills by minimizing grading, limiting development around Walnut Creek, and maintaining the large-lot and other Zoning requirements for the area. (B 8, 13; D 14, 15, 20)
- d. Maintain development and site design standards, architectural and landscaping guidelines, and amenity requirements for all housing types to ensure attractive, functional, and high quality building construction and additions. (B 5, 8, 13)

- e. Permit exceptions in development standards and design guidelines only where appropriate, such as in a Planned Community Development (PCD) project and/or where community goals, objectives, and policies are best furthered. (B 1, 2, 3, 4, 5, 8, 13; D 14)
- f. Preserve and maintain the structural integrity of Covina's aging housing stock, particularly deteriorating medium and high density complexes, and abate any dilapidated buildings. (C 1, 2, 3; D 14; E 1, 4)
- g. Deal with the proliferation of overcrowding regarding all dwelling unit types through such measures as code enforcement and appropriate analyses. (D 2, 14; E 1)
- h. Deal with and abate serious private property maintenance problems and the increasing incidence of illegally constructed dwelling units through administering appropriate local ordinances or Covina's code enforcement program. (A 6, 7, 8; C 2, 3; D 14, 19)
- i. Continue with and, if possible, expand the Covina housing rehabilitation program to cover more single family houses and perhaps multiple-family structures. (C 1; D 10; E 4)
- j. Maintain and continue to enforce the chief housing code enforcement ordinances, Real Property Maintenance and Abatement of Real Property Nuisances, so as to abate as many private property, structural, maintenance, and other housing-related problems/ nuisances as possible. (C 2; D 14, 19; E 1)
- k. Expand the scope of its housing code enforcement program by adopting additional ordinances and related measures and procedures and by achieving greater intra-departmental coordination to address and abate as great a number of housing-related nuisances and problems as possible. (C 3; D 2, 14, 19; E 1)
- l. Educate the public, including local residential property owners and tenants, on the importance of maintaining building structures and keeping up property grounds. (E 1, 3, 4)
- m. Ensure that the overall amount, locations, and timing of development reflect community desires and needs as well as physical and environmental constraints and will not inhibit the City's ability to meet street capacities and to provide other infrastructure, utilities, adequate community services, and a sufficient number of public schools. (B 13, 14; D 14, 15, 16, 17, 19, 20)
- n. Accommodate in single-family neighborhoods, with reasonable standards, small child care centers, small group houses, and other uses that are mandated by the State and necessary to address changing social and societal needs. (D 14, 17)
- o. Address its park/open space deficiency and mitigate the problem to the greatest extent possible. (D 14, 15)
- p. Ensure that State noise insulation standards for applicable apartments and condominiums/townhomes are met. (B 14; D 14)
- q. Regard the preservation and rehabilitation of the housing stock as a cost-effective approach in addressing housing needs. (A 6, 7, 8; C 1, 2, 3, 4; D 4, 5, 8, 9, 10, 12, 14, 19; E 1, 4)
- r. When dealing with code enforcement matters, attempt to abate first the most serious violations or those nuisances that constitute the greatest threat to public health, safety, and welfare. (B 8, 14; C 2, 3; D 14, 19)
- s. Abate all graffiti to the maximum extent utilizing existing and, if necessary, expanded resources. (C 4; D 19)
- t. Preserve residential districts and buildings in the community that are deemed architecturally and/or historically significant. (D 19, 20)

- u. Maintain various non-Planning Division housing-related Codes, including, but not limited to, Building, Housing, and Energy. (B 14, D 19)
- v. Monitor and, where possible, review City constraints on the maintenance and improvement of housing. (B 15; D 14)
- w. Consider to utilize additional incentives and/or begin new programs with sufficient funding support to handle or abate old, deteriorating apartments, such as outright purchases, and to build low-cost housing units, such as through density bonuses and/or development standard reductions. (A 2, 3, 4, 5, 6, 7, 8; B 1, 2, 3, 4, 13; C 3; D 9, 10, 14)
- x. Where necessary and/or appropriate, consider abatement of Zoning Ordinance-defined major or "detrimental" nonconforming residential properties (i.e., those that generally are in established industrial or commercial areas) to promote land use compatibility, physical betterment, and/or economic development, and maintain or improve those Zoning Ordinance-defined minor or "nondetrimental" nonconforming residential properties (i.e., those that generally are in established residential areas) to preserve affordable housing units. (B 13; D 3, 14, 16, 17)
- y. Develop a downtown area "urban village" concept, which would be based on mixed uses in an attractive, spirited, and functional arrangement, to best complement existing revitalization activities in the district, to capture positive spillover Metrolink Commuter Train Station benefits, and to provide more medium and/or high density housing. (A 4, 6, 7, 8; B 2, 3, 4, 5, 7; D 9, 10, 14, 17)

#### **D .      Housing Topic Area 4**

##### **1 .      Objective:**

A climate where persons and households of all types and backgrounds are accommodated, where demographic, social, economic, income, and employment changes and problems are acknowledged and handled to the greatest extent feasible, and where an adequate balance is achieved between housing construction and rehabilitation and preservation obligations and economic development necessities and regional planning requirements.

##### **2 .      Policies:**

The City shall:

- a. Deal with the increasing incidence of lower income households, particularly renters, paying disproportionately high percentages of their incomes on housing, as well as overall poverty, to the greatest extent possible through viable programs. (A 1, 2, 3, 4, 5, 6, 7, 8; B 1, 2, 3, 4, 5, 6, 7, 9, 10, 15; D 1, 4, 5, 6, 7, 11, 12, 14; E 2, 5)
- b. Address the housing needs of its senior citizen population to the greatest extent possible through rental subsidies, property rehabilitation assistance, special standards pertaining to new housing projects, and other appropriate actions and programs. (A 1, 2, 3, 4, 6, 7, 8; B 1, 2, 3, 4, 5, 6, 7, 8; D 1, 4, 5, 6, 7, 8, 10, 14; E 2, 4, 5)
- c. Deal with increasing household sizes and overcrowding that are brought on primarily by demographic/cultural factors and/or the combination of declining wages and increasing housing costs through code enforcement and any other feasible, legal means. (C 2, 3; D 2, 14)
- d. Monitor the City's homeless population, accommodate homeless facilities, in accordance with State law, and assist homeless persons in locating nearby shelters. (B 8, 11, 14; D 18, 19; E 3)

- e. Monitor the City's disabled population to note any major changes or increases and, in accordance with the State Building Code and other applicable laws, continue addressing the needs of handicapped persons, particularly those that are seniors. (B 1, 8, 9, 12, 14; D 1, 4, 5, 8, 14, 16, 19; E 2, 5)
- f. Recognize the impacts that economic and market demand pressures and issues, changing employment factors, and commuting patterns are having on Covina's housing when making major housing development or rehabilitation decisions. (C 2, 3; D 14, 16, 17, 19)
- g. Recognize in the decision-making process that the commingling of rising housing prices and rental rates and major changes in the structure of southern California's economy are a major force behind the increasing incidence of lower income renter and owner housing overpayment. (D 14, 16, 17)
- h. Address the increasing difficulty of first-time home buying families to purchase a residence in Covina through attempting to initiate an appropriate programmatic response. (A 5)
- i. Balance the City's obligation to provide more housing with the need to recognize the importance of local economic development and employment enhancement through maintaining as high a jobs to housing ratio as feasible and maintaining and attracting high sales tax producing businesses. (D 14, 16, 17)
- j. Incorporate into the City's housing activities and processes various regional planning measures to reduce traffic congestion, air pollution, waste generation, and other problems. (D 14, 15, 16, 17, 19)
- k. Continue to promote State and Federal fair housing laws. (D 12; E 5)
- l. Accommodate in single-family neighborhoods, with reasonable standards, small child care centers, small group houses, and other uses that are mandated by the State and necessary to address changing social and societal needs. (B 8, 14; D 14, 17, 19)
- m. Monitor the continuation of affordability controls in and, if necessary, attempt to maintain below market rate restrictions in lower income housing complexes. (D 4, 10, 11, 14)
- n. If necessary, attempt to preserve affordability restrictions of the 44 Shadow Hills Apartments lower income housing units through appropriate procedures. (D 5, 10, 11, 14)

## **E. Housing Topic Area 5**

### **1. Objective:**

A climate where all housing needs, particularly lower income needs, are acknowledged and where such needs are addressed to the greatest extent possible through viable and cost effective programs and strategies.

### **2. Policies:**

The City shall:

- a. Utilize and attempt to expand on existing, and, where warranted and possible, develop appropriate, viable new City housing programs as described in the Program/Implementation Measure section to address the following needs: (A 1, 2, 3, 4, 5, 6, 7, 8; B 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 15; C 1; D 1, 4, 5, 6, 7, 8, 9, 10, 11, 12, 14, 18; E 1, 2, 3, 4, 5)
- 1) Lower, particularly very low, income senior households overpaying for housing or rent.

- 2) Lower, particularly very low, income non-senior households overpaying for housing or rent. Small households (1-4 persons) are a greater need than large households (5 or more persons).
  - 3) Lower, especially very low, income handicapped persons, particular seniors, overpaying for housing.
  - 4) Lower and moderate income potential first-time home buyers.
  - 5) Lower, particularly very low, income home owner households of all ages seeking property rehabilitation assistance.
  - 6) Homeless persons.
- b. Pay particular attention to mitigating and/or abating appearance, structural, and/or property maintenance problems associated with aging houses and apartments through effective code enforcement and any other viable programmatic efforts. (A 3, 4, 5, 6, 7, 8; B 3, 4, 13; C 1, 2, 3; D 2, 9, 10, 11, 14, 19; E 1, 4)
  - c. Continue with and, where possible, expand existing housing programs such as rent subsidy, property rehabilitation, and developer assistance measures to address lower income housing needs to the greatest extent possible. (A 1, 3, 4, 7; B 4, 5, 6, 7, 8, 9, 10, 12; C 1, 2; D 1, 12, 19; E 1, 4, 5)
  - d. Enact new housing programs, including, but not limited to, second unit/granny flat, density bonus, special density computation, and construction and/or rehabilitation funding mechanisms, that best further established and new goals and objectives and that afford the maximum lower income household and housing unit benefits with the minimum City and/or Redevelopment Agency costs. (A 2, 3, 4, 5, 6, 7, 8; B 1, 2, 3, 4, 5, 6, 7, 8; C 3; D 4, 5, 6, 7, 9, 10, 11, 14, 18, 19; E 2, 3)
  - e. Regard the preservation and rehabilitation of the housing stock as a cost-effective approach in addressing housing needs. (A 6, 7, 8; B 8, 14; C 1, 2, 3; D 4, 5, 8, 9, 10, 14, 19; E 1, 4, 5)
  - f. Achieve effective Covina City intra-departmental coordination in implementing and monitoring the effectiveness of housing programs, particularly regarding code enforcement activities. (B 8, 14; C 1, 2, 3, 4; D 2, 8, 14, 15, 16, 17, 19; E 1, 4, 5)
  - g. Prioritize housing needs in a manner that best suits local conditions and, from time to time, monitor the needs or review the prioritization and, if necessary, make adjustments as appropriate to reflect changing population structures. (D 14, 19)
  - h. Monitor implementation of the overall revised Housing Element to identify deficiencies or to ensure that identified housing needs are being fulfilled to the greatest extent possible and to facilitate accommodating future regional housing needs and other matters relating to an updated Element. (D 8, 14, 19)

#### IV. PROPOSED LAND USE PLAN RELATING TO HOUSING

The overall land use development framework for the Housing Element, as stated in Section VIII (Relation to and Consistency With Other General Plan Elements), is structured around the Land Use Plan of the Land Use Element. Illustrated below are the dwelling unit build-out and maximum household population absorption figures of the Land Use and Housing Elements, which are derived from the product of the revised General Plan's three residential land use category density limits and their respective numbers of acres. It must be noted that the dwelling unit and population maximums are theoretical capacities. The actual/probable build-out numbers, which would depend on various factors such as the extent of general plan implementation, annexations, market demand, community image and vitality, and future social and economic conditions, are not known but, based on generally accepted planning methodology and region-wide trends, typically are around 80% of capacity. Also, the below build-out projections do not consider potential additional growth that could occur relating to mixed use developments, projects with density bonuses, and second units or granny flats. For clarification on build-out matters, refer to Section "E7" of the Housing Element Background Study and Section "K" of the Land Use Study.

**TABLE 3. COVINA GENERAL PLAN BUILD-OUT FIGURES**

<u>LAND USE CATEGORY</u>	<u>ACRES</u>	<u>UNITS</u>	<u>HOUSEHOLD POPULATION</u>
CITY / INCORPORATED			
<u>RESIDENTIAL</u>	TOTAL-2241.4	17905	49149
1. Low	1805.8	9889	27145
2. Medium	196	2744	7532
3. High	239.6	5272	14472
COUNTY / UNINCORPORATED			
<u>RESIDENTIAL</u>	TOTAL-1408.4	8053	22105
1. Low	1285	5899	16193
2. Medium	70.2	983	2698
3. High	53.2	1171	3214
PLANNING AREA / TOTAL			
<u>RESIDENTIAL</u>	TOTAL-3649.8	25958	71254
1. Low	3090.8	15788	43338
2. Medium	266.2	3727	10230
3. High	292.8	6443	17686

- Notes:
- Densities are: 0-6.0, 6.1-14.0, and 14.1-22.0 dwelling units per net acre. These categories and density ranges were established in the Land Use Element formulation process and were based on a synthesis of resident, City Council, and Planning Commission input obtained during citizen participation activities. Generally, Covinans believed that the City's maximum density community should be 22 units per acre to best achieve desired community goals and objectives while acknowledging regional housing obligations. It should be noted that all low density residential maximum dwelling unit numbers have been adjusted to reflect the lower density character of Covina Hills. Specifically, maximum residential densities in this area are computed at two units per acre.
  - Residential acres consist only of properties expected to be residential in future.
  - Population estimates based on State Finance Department 2.745 person per household figure.
  - Incorporated and unincorporated boundaries based on 1992 city and sphere of influence limits.
  - Refer to appropriate sections in Land Use and Housing Studies for clarification on Notes 1-4 above.
  - The population figures are household counts (residing in regular dwelling units) only, they not being inclusive of persons residing in group quarters facilities. Pertaining to the proposed build-out scenario, for example, the projected group quarters (e.g., nursing home) population is 666. Thus, the actual total theoretical population projection at build-out could be interpreted as 49,815.

Therefore, the proposed theoretical dwelling unit and household population counts of the Housing Element and entire General Plan (based on current City boundaries) are 17,905 units and 49,149 persons. As stated in the Housing Study, in 1992 Covina City's dwelling unit count was 16,020, meaning that a theoretical housing growth rate of 11.8% could occur, and the household population was 42,863, which indicates a potential 14.7% increase. But at 80% of capacity, the above-noted "probable" development factor, the maximum number of dwelling units and household residents at plan timeframe completion would be, respectively, 17,528 (a 9.4% increase) and 48,114 (a 12.3% increase).

In addition, considering the entire Planning Area (or, all now-unincorporated territories that could possibly be annexed into the City in the future), potential theoretical dwelling unit and population increases of, respectively, 16.8% and 18.2%, could be realized (again, exclusive of the "80%" factor). The "theoretical" numbers presented in this section are noteworthy and important because, as stated above, they serve as both an overall physical development framework of and, at least to a certain extent, a constraining factor in Covina's housing program. Therefore, these figures are incorporated into all areas of the Housing Element process, such as in the Section VI described identification and analysis of potential lower income housing sites, a particular State requirement.

## **V. QUANTIFIED CONSTRUCTION, REHABILITATION, AND CONSERVATION OBJECTIVES**

### **A. GENERAL**

A housing element's programs, the key section, is structured around the community's construction, rehabilitation, and conservation objectives, each of which must be quantified by income category, for the applicable five-year (which is now 1989 to '94) regional housing needs planning period. The quantified objectives are based on a local government's housing and related issues, resources, needs, and constraints, and must state the maximum numbers of dwelling units, by income category, that a community can construct, rehabilitate, and conserve.

Generally, the regional housing needs timeframe runs conterminously with the general five-year housing element period. However, as described in the accompanying Study and as mentioned briefly above, in October 1993, the Governor signed legislation that extended the current element timeframe two years to June 1996 because funding for the revised State-computed regional housing needs or Regional Housing Needs Assessment (RHNA) program was not available. The legislation, however, did not affect the current RHNA figures, which expires on June 30, 1994. A two-year "gap" period, during which time the State encourages cities to address any unmet housing needs and/or underutilized or dormant policies or programs, was thus created. Because the City of Covina was informed of this two-year extension after its Housing Element had been prepared and after the City had begun public review, the community's initial/underlying 1989-94 Element timeframe has not been changed. However, in recognition of the intent of the subject legislation, the City acknowledges the existence of the 1994 to 1996 housing element "gap" period and will, accordingly, continue implementing and monitoring this adopted document, including, for example, addressing any unmet needs or outstanding problems.

### **B. QUANTIFIED CONSTRUCTION OBJECTIVES**

In the case of construction objectives, a City or County must plan to have built or absorb its maximum share of "future regional housing needs" pertaining to the Southern California Association of Government's (SCAG) Regional Housing Needs Assessment (RHNA), which constitutes the chief housing needs policy and program document that southern California communities must incorporate into their housing elements. The RHNA "future housing needs" are numbers of income level-specific dwelling units that a community must attempt to accommodate and/or develop through, respectively, private or public action over the five year RHNA/housing element period to account for population growth, to adjust for demolitions, and to maintain a healthy vacancy rate. According to California housing element law, local government recognition of RHNA future needs is essential for State and regional, as well as local, housing goals and policies to be fulfilled.

Ideally, a community's quantified construction objectives should equal the above noted RHNA "future housing needs" numbers. The RHNA "future housing needs" for Covina are presented in Table 4.

**TABLE 4. COVINA RHNA "FUTURE HOUSING NEEDS"**

<u>INCOME CATEGORY</u>	<u>NUMBER OF UNITS</u>
1. Very Low	150
2. Low	191
3. Moderate	173
4. Upper	<u>462</u>
Total	976

Considering that the present Housing Element process, as of this writing, is almost four-fifths over, the City believes it is appropriate to base its quantified objectives on development activity that will have occurred during the first four years of the current five-year planning period (by June 1993). The Covina quantified construction objectives are thus listed as follows:

**TABLE 5. COVINA QUANTIFIED CONSTRUCTION OBJECTIVES**

<u>INCOME CATEGORY</u>	<u>NUMBER OF UNITS</u>
1. Very Low	0 *
2. Low	0 *
3. Moderate	197
4. Upper	188
Total	385

\*Objectives are zero because Table represents already-occurred activities. See text and Housing Study for explanation.

Table 5 indicates that no very low or low income dwelling units have been built in Covina between July 1989 and June 1993. This has occurred primarily because of physical constraints, City funding limitations and policy commitments, a lack of private sector construction of affordable housing, and the current national economic downturn, which has had a negative impact on a variety of potential housing development forces. What has occurred, then, considering all three deficient categories, is that "needs" have exceeded "resources," a situation that, according to State housing element law, the City may accept without penalty but must address through a below-desired, State-required identification and analysis of potential lower income housing sites. The State's primary concern here is with very low and low income deficiencies (as opposed to the two higher categories). Again, refer to the Housing Element Study (Section "D3a") for clarification on Table 5 and related numbers.

If a local government's quantified construction objectives are below the RHNA "future needs" targets, as thus is the case with Covina, then the community must identify sites in which various dwelling unit types, at income-category specified quantities, could be constructed that would, at least theoretically, resolve the deficiencies. This site identification process, which is covered in Section VI below, is intended to serve as another avenue for cities to address State and regional housing goals when local constraints and resources preclude complete fulfillment of the RHNA future housing needs figures.

Although the City's construction activity will not be able to initially fulfill this RHNA "base" requirement, from July 1989 to June 1993, as described in Section "I" of the Housing Study, the City did administer three effective programs, Rent Subsidy, Rehabilitation, and Code Enforcement, and several measures aimed at accommodating upper density housing development and, in 1986 and '87, assisted developers in constructing two lower income complexes, equating to 188 dwellings. Also, over 400 lower income households received rental subsidies through two Federal programs. Moreover, as stated in Chapter VI below and in Sections "E" and "F" of the Study, during the early 1990s, lower income housing overpayment appears to have been somewhat mitigated by a documented stabilizing of rents and rise in median family income. Lastly, it must be emphasized that the revised Housing Element is a viable housing blueprint, considering its site identification component and many meaningful, realistic objectives, policies, and programs. When the Housing Element undergoes the State-required revision in 1996, the City will be in a better position to set actual five-year housing development targets.

## C. QUANTIFIED REHABILITATION OBJECTIVES

Covina's quantified rehabilitation objectives for the current housing element program period are as follows:

**TABLE 6. COVINA QUANTIFIED REHABILITATION OBJECTIVES**

<u>INCOME CATEGORY</u>	<u>NUMBER OF UNITS REHABILITATED</u>
1. Very Low	151
2. Low	53
3. Moderate	0
4. Upper	0
Total	204

The above numbers are based on what the City has accomplished between the 1989/90 and 1991/92 fiscal years and expected efforts for the 1992/93 and 1993/94 years. All of the indicated units are lower income owner-occupied single-family detached houses in various parts of the community and have been assisted through the Covina (Redevelopment Agency) Rehabilitation Program, which provides grants and loans for reroofs, structural improvements, painting, and minor housing repairs. Because of funding limitations and previous City policy to focus rehabilitation assistance on lower income households, the Covina Rehabilitation Program has not been available (and arguably is much less needed for) moderate and upper income households. This program is discussed in detail in Section "I" of the Study and is to be continued as indicated in the below program section (Chapter VII). For the current (1992/93) and following fiscal years, present funding would permit 30 rehabilitation grants annually.

## D. QUANTIFIED CONSERVATION OBJECTIVES

Conservation generally refers to a program or action that maintains the income category of dwelling units, such as rent subsidy or code enforcement. In Covina, housing units are thus conserved through:

1. City rent subsidy program.
2. General rental rate restrictions on two housing complexes in accordance with development agreements.
3. City code enforcement activity.
4. Federal Section 8 rent subsidy program.
5. Federal Section 236 reduced rental rate.

Section "I" of the background Study provides detailed information on these programs. Table 7 illustrates the numbers of conserved housing units by program type that will have been accounted for by June 1994. Income category numbers also are provided on individual program and aggregate bases.

**TABLE 7. COVINA CONSERVED HOUSING UNITS BY PROGRAM TYPE AND BY INCOME CATEGORY**

<u>PROGRAM</u>	<u>INCOME CATEGORY</u>				<u>UPPER</u>	<u>TOTAL</u>
	<u>VERY LOW</u>	<u>LOW</u>	<u>Moderate</u>			
1. City Rent Subsidy	102	0	0	0	0	102
2. Project Rent Restrictions Only	44	29	0	0	0	73
3. Code Enforcement (1)	65	65	55	0	0	185
4. Section 8 Rent Subsidy	174	86	0	0	0	260
5. Section 236 Rental Assistance (2)	113	55	0	0	0	168
Total/Aggregate	498	235	55	0	0	788

(1) Estimated figures. Specific code enforcement information not available.

(2) Also an approximation. Available Section 8 household listing does not identify whether participants are "very low" or "low" in status. For the purposes here, however, it will be assumed that 66.7% of the City's Section 8 and Section 236 households are very low income.

For all three above quantified objective topics, refer to applicable sections in the Housing Study for additional supporting information.

## VI. THEORETICAL/POTENTIAL HOUSING SITES FOR ALL INCOME LEVELS

As stated in the previous section (Quantified Construction Objectives), because Covina's construction objectives fall short of the RHNA/regional "future housing needs" figures, the City must identify potential housing sites in which quantities of income-category specific dwelling units could be developed that would theoretically resolve the deficiencies. In other words, a City must plan to absorb any outstanding unmet RHNA obligations. Table 8 below illustrates in what areas/income categories and to what degrees Covina's quantified construction objectives are deficient. (The table is based on Tables 4 and 5 above.)

**TABLE 8. DEFICIENCIES IN COVINA QUANTIFIED OBJECTIVES**

<u>STANDARD</u>	<u>VERY LOW</u>	<u>LOW</u>	<u>INCOME CATEGORY</u>		<u>TOTAL</u>
			<u>MODERATE</u>	<u>UPPER</u>	
1. RHNA/Official Regional Housing Needs*	150	191	173	462	976
2. City Quantified Objectives	0	0	197	188	385
Difference or Deficiency	-150	-191	+24	-274	-615

\*As described in Section V, figures are based on a SCAG criteria and represent the number of dwelling units a local government must attempt to accommodate or have added to its housing stock over the five-year applicable RHNA/regional housing needs period, currently from July 1989 to June 1994, to account for population growth, to adjust for demolitions, and to maintain a healthy vacancy rate.

Covina's quantified construction objectives are thus deficient regarding the "very low," "low," and "upper" categories. In response to these shortfalls and to best comply with State Housing Element Law, the City has, first, identified and studied the theoretical and probable dwelling unit development potentials of currently vacant and underutilized properties that can most reasonably accommodate new or intensified housing, second, based on the probable development figures, set realistic income-category specific construction targets in relation to the three above described deficiencies and, third, stated its intention to facilitate achievement of the construction targets through adequate Zoning standards and appropriate programs.

Table 9 below illustrates the theoretical and probable development potentials on Covina's presently vacant and underutilized properties, by general dwelling unit type, that the City believes are best suited for future housing because of land use compatibility and other reasons stated in the accompanying Study. The probable build-out scenario, as discussed in Section IV above, is based on 80% of the theoretical capacity.

**TABLE 9. LISTING OF THEORETICAL AND PROBABLE DEVELOPMENT POTENTIALS FOR ALL COVINA VACANT AND UNDERUTILIZED RESIDENTIAL ZONED/DESIGNATED SITES**

DEVELOPMENT STATUS	<u>EXPECTED DWELLING UNIT TYPE</u>			<u>TOTAL</u>
	<u>SINGLE FAMILY DETACHED (LOW DENSITY)</u>	<u>APARTMENT AND CONDOMINIUM OR TOWNHOUSE (MEDIUM AND HIGH DENSITY)</u>		
Theoretical Development Potential (1)	174	984		1,158
Probable Development Potential (2)	139	787		926

(1) Refer to Housing Study for computation specifics.

(2) Based on .80 of theoretical development potential.

Therefore, in terms of addressing outstanding regional housing obligations by identifying potential housing sites, Covina can realistically accommodate 139 additional single-family detached houses (low density residences) and 787 apartment and condominium/townhouse units (medium and high density residences). It must be noted that Table 9 figures do not consider potential additional growth from second units/granny flats, density bonuses, and mixed use developments.

The City has addressed its Table 8-noted deficiencies by establishing likely income category associations for the probable dwelling unit build-out figures. Specifically, referring again to Table 9, the City believes that the 341 very low and low income dwellings that must be acknowledged could be "absorbed" in the 787 medium and high density unit allotment, the housing unit type out of which most future more-affordable residences would likely emanate. Moreover, the 274 upper income housing needs could easily be addressed through the potential 139 additional potential single-family detached houses and the more expensive medium and high density complexes. For reasons of simplicity and clarity, the City has opted to meet its future regional housing obligations with figures that exactly match the deficiencies, as illustrated below:

**TABLE 10. COMPARISON OF NUMBERS OF DWELLING UNITS BY INCOME CATEGORY ATTAINED THROUGH SITE IDENTIFICATION PROCESS TO DEFICIENCIES IN QUANTIFIED CONSTRUCTION OBJECTIVES**

<u>STANDARD</u>	<u>INCOME CATEGORY</u>				<u>TOTAL</u>
	<u>VERY LOW</u>	<u>LOW</u>	<u>MODERATE</u>	<u>UPPER</u>	
1. Current Needs Deficiencies	150	191	--	274	615
2. Dwelling Units Identified Through Site Identification*	150	191	--	274	615
Remaining Deficiencies	0	0	--	0	0

\*It is assumed that new housing programs will have to be initiated, in addition to appropriate Zoning densities, to ensure very low and low income housing development.

To ensure that the above-noted RHNA-accommodating framework can be realized, the City will have to maintain accommodating or appropriate Zoning density standards and develop viable programs, a particularly important matter when dealing with potential lower income dwellings, the most challenging to create. Covina's programmatic responses to the site identification issue are presented in the following chapter.

Covina's "future needs" deficiencies have thus been addressed to State requirements. In other words, the above site identification and analysis process, which is expanded upon and clarified in the Housing Study (Section "F") establishes a model, of which the City is committed, for expanding its lower income resources. In addition, as previously stated, the current Housing Element runs through June 1996, two years following RHNA termination, and, during this "gap" period, the City will, accordingly, address any unmet housing needs, underutilized policies and/or programs, or outstanding issues, such as the subject potential housing site framework, and prepare for the future Element update. Lastly, it must be stated that the above-noted RHNA/regional housing needs deficiencies appear to have been somewhat mitigated by an early 1990s increase in median income and a stabilizing of rents. Based on these two verified trends, the City determined that from 1990 to 1993 128 additional lower income households no longer pay disproportionately high percentages of their incomes on housing. Refer to Section "F" of the Housing Study for clarification.

## **VII. HOUSING PROGRAMS/IMPLEMENTATION MEASURES**

### **A. General**

In order for all housing needs to be addressed and met to the greatest extent possible and in order for all applicable goals, objectives, and policies to be realized, the following housing programs/implementation measures shall be considered. Some of the programs currently are operative; others are to commence upon Housing Element adoption. All proposed programs have been selected on the basis of potential suitability for and viability in Covina.

Many of the programs rely at least partially on Covina Redevelopment Agency funds, which, in accordance with State law, are based on 20% of the Redevelopment Area's property tax increment (the "20% set-aside"). As stated in the background Housing Study, the Agency currently expends monies on rental subsidy, property rehabilitation, code enforcement, and other efforts. This arrangement therefore is feasible and proposed to be broadened in scope. The City of Covina and Covina Redevelopment Agency will make a strong, concerted effort to ensure program funding availability. It should also be noted that some programs have been listed as necessitating Redevelopment funding only because the Agency pays for one Planning Division position. In these cases, no new monies would have to be sought.

For reasons of simplicity and clarity, the programs/measures are described according to five below-listed subject areas. Within each area, it should be noted, the programs are not presented in any particular order.

### **B. Programs/Implementation Measures**

- A. Area 1 - Major Funding Mechanisms**
- B. Area 2 - Development Standards**
- C. Area 3 - Building Structure Adequacy and Safety**
- D. Area 4 - Miscellaneous Procedural Matters**
- E. Area 5 - Public Information Dissemination**

#### **A. Area 1 - Major Funding Mechanisms**

##### **1. Rent Subsidy**

- a. Background** - The City will maintain its current program and attempt to provide rental assistance to additional very low income households.
- b. Responsible City Department** - Redevelopment Agency.
- c. Funding Source** - Tax increment fund and any other available Redevelopment monies.
- d. Implementation Timeframe** - July 1992 to June 1996.

**2. Land Write Down**

- a. Background - If funding is available, the City will consider the feasibility of beginning and/or attempt to enact a land write down program that, when combined with other concessions and incentives, will attempt to construct new affordable housing.
- b. Responsible City Department - Redevelopment Agency.
- c. Funding Source - Tax increment fund and any other available redevelopment monies.
- d. Implementation Timeframe - Element adoption through June 1996.

**3. Housing Revenue Bond Financing**

- a. Background - The City will consider the feasibility of issuing and/or attempt to float a Housing Revenue Bond, such as was done with the Shadow Hills apartment complex, and offer additional incentives as appropriate to facilitate the development of rental-oriented complexes with a respective number of units that are below-market rate or reserved for lower income persons.
- b. Responsible City Department - Redevelopment Agency.
- c. Funding Source - Tax increment fund and any other available redevelopment monies.
- d. Implementation Timeframe - Element adoption through June 1996.

**4. Development Agreement**

- a. Background - The City will consider the feasibility of entering into and/or attempt to execute a housing-related development agreement, such as was done with the Village Green apartment complex, and offer additional incentives and concessions as appropriate to facilitate the development of rental-oriented complexes with below-market rate units.
- b. Responsible City Department - Administration Department and Redevelopment Agency.
- c. Funding Source - Tax increment fund and any other available redevelopment monies.
- d. Implementation Timeframe - Housing Element adoption through June 1996.

**5. First-Time Home Buyers**

- a. Background - The City will consider the feasibility of enacting a program to assist first-time home buyers, such as through the taking out of second deeds of trust on properties, and the efforts could be coordinated with local financial institutions working with the Community Reinvestment Act.
- b. Responsible City Department - Redevelopment Agency plus local financial institutions.
- c. Funding Source - Tax increment fund and any other available redevelopment monies.
- d. Implementation Timeframe - July 1993 through June 1996.

**6. Community Development Corporations (CDC's) or Other Nonprofit Groups**

- a. Background - The City will attempt to help establish, work with, and provide technical assistance and funding/loans to community development corporations (CDC's) or other nonprofit groups to rehabilitate existing affordable housing, particularly deteriorating apartments.
- b. Responsible City Department - Planning Division and Redevelopment Agency.
- c. Funding Source - Tax increment fund and any other available redevelopment monies, Community Development Block Grant (CDBG) monies, and any other available public or private funds.
- d. Implementation Timeframe - July 1993 through June 1996.

**7. Federal Community Development Block Grant (CDBG) Funding**

- a. Background - The City will consider to apply at least a portion its allocated share of Community Development Block Grant (CDBG) monies more directly to housing matters such as property rehabilitation and affordable multiple-family development and, if possible, first-time home buyer and/or CDC/nonprofit organization assistance.
- b. Responsible City Departments - Special Programs Division and Redevelopment Agency.
- c. Funding Source - Federal government and tax increment fund.
- d. Implementation Timeframe - July 1993 through June 1996.

**8. Deteriorating Apartment Purchase**

- a. Background - The City will consider the feasibility of initiating a program, based on whatever funding is available, to purchase and rehabilitate major deteriorating apartment complexes.
- b. Responsible City Departments - Planning Division and Redevelopment Agency.
- c. Funding Sources - Possible Federal CDBG funds, through State programs (see "D9" below), or tax increment fund.
- d. Implementation Timeframe - Housing Element adoption through June 1996.

**B. Area 2 - Development Standards**

**1. Second Unit/Granny Flat on Single-Family Detached Property**

- a. Background - The City will prepare and adopt a second unit or granny flat ordinance with reasonable standards and regulate second units through the site plan review and conditional use permit processes.
- b. Responsible City Departments - Planning Division.
- c. Funding Source - General fund and tax increment fund.
- d. Implementation Timeframe - Immediately after Housing Element adoption and through June 1996.

## **2 . Density Bonus**

- a. Background - The City shall prepare and adopt a density bonus ordinance, based on State law, granting minimum 25% density limit increases and other concessions to housing projects that contain the minimum amounts of units affordable to lower income households plus applicable special development review procedures.
- b. Responsible City Departments - Planning Division.
- c. Funding Source - General fund and tax increment fund.
- d. Implementation Timeframe - Immediately after Housing Element adoption and through June 1996.

## **3 . Special Density Computation**

- a. Background - The City will prepare and adopt in its Land Use Element and Zoning Ordinance provisions to relax the computation of medium and high density complexes, whereby two dwelling units would be considered as one, in certain lower income housing projects that are deemed to strongly address Covina's housing situation and needs and best implement established goals, objectives, and policies.
- b. Responsible City Departments - Planning Division.
- c. Funding Source - General fund and tax increment fund.
- d. Implementation Timeframe - Immediately after Housing Element adoption and through June 1996.

## **4 . Mixed Uses**

- a. Background - The City will prepare and adopt in its Land Use Element and Zoning Ordinance provisions to allow mixed use developments (residential and commercial) in and possibly around the downtown area to create an "urban village" concept in which joint housing and business properties exist harmoniously and best complement the Metrolink Commuter Train Station and nearby bus facilities and best bolster ongoing downtown revitalization efforts.
- b. Responsible City Departments - Planning Division and Redevelopment Agency.
- c. Funding Source - Tax increment fund and Federal CDBG monies.
- d. Implementation Timeframe - Immediately after Housing Element adoption and through June 1996.

## **5 . Planned Community Development (PCD) Overlay Zone**

- a. Background - The City will continue to consider, where appropriate, housing projects where development standards have been modified through the Planned Community Development (PCD) process as a means of reducing housing costs, demonstrating flexibility, furthering overall community development-related goals, objectives, and policies, and attaining more housing.
- b. Responsible City Department - Planning Division.
- c. Funding Source - General fund and tax increment fund.

- d. Implementation Timeframe - Ongoing and through June 1996.

## **6. Zoning Multi-Family/Medium and High Density Housing Accommodation**

- a. Background - The City will continue the current practices of zoning sufficient numbers of vacant and underutilized residential sites to accommodate multi-family/medium and high density developments, in quantities that address City regional housing needs, and of administering appropriate planned unit development (PUD) or cluster housing standards.
- b. Responsible City Departments - Planning Division.
- c. Funding Source - General fund and tax increment fund.
- d. Implementation Timeframe - Ongoing and through June 1996.

## **7. Infill Development Acceptance**

- a. Background - The City will continue accommodating all types of residential infill development and redevelopment for all economic segments.
- b. Responsible City Departments - Planning Division.
- c. Funding Source - General fund and tax increment fund.
- d. Implementation Timeframe - Ongoing and through June 1996.

## **8. Covina Zoning Ordinance and Design Guidelines**

- a. Background - To ensure that all new and remodeled residential development meets basic building location, height, bulk, lot coverage, intensity, and other standards and is attractive, functional, and of high quality, the City will continue to follow its Zoning Ordinance and Design Guidelines, except in cases where Planned Community Development (PCD) overlay designation is deemed appropriate and/or when overall community goals, objectives, and policies are best furthered.
- b. Responsible City Departments - Planning Division.
- c. Funding Source - General fund and tax increment fund.
- d. Implementation Timeframe - Ongoing and through June 1996.

## **9. Mobile Home Park Allowance**

- a. Background - The City will continue to permit mobile homes parks in the "RT-P" zoning district to maintain this affordable housing source and to protect mobile homes from conversions.
- b. Responsible City Departments - Planning Division.
- c. Funding Source - General fund and tax increment fund.
- d. Implementation Timeframe - Ongoing and through June 1996.

**10. Pre-Fabricated/Manufactured Housing**

- a. Background - The City will continue to permit prefabricated/manufactured housing in the "R-1-7500" and "RD" zoning districts, subject to the Site Plan Review process, basic development standards, and Design Guidelines.
- b. Responsible City Departments - Planning Division.
- c. Funding Source - General fund and tax increment fund.
- d. Implementation Timeframe - Ongoing and through June 1996.

**11. Homeless Shelter and Transitional Housing Facility Acceptance**

- a. Background - The City will modify its Zoning Ordinance to permit the community's reasonable share of homeless shelters and transitional housing facilities in the "RD" (apartment and condominium) and "C-P" (professional office) zoning districts and will develop appropriate standards.
- b. Responsible City Departments - Planning Division.
- c. Funding Source - General fund and tax increment fund.
- d. Implementation Timeframe - Immediately after Housing Element adoption.

**12. Handicapped Person Accommodation**

- a. Background - The City will monitor its disabled population and note any major changes and will continue to ensure that the needs of handicapped persons, particularly senior citizens, are considered through implementation of Titles 24 and 31 (relating to the Federal Americans With Disabilities Act) of the State Building Code and any other related laws the City wishes to follow.
- b. Responsible City Departments - Building Division and Planning Division.
- c. Funding Source - General fund and tax increment fund.
- d. Implementation Timeframe - Ongoing and through June 1996.

**13. Zoning and General Plan Consistency and Appropriateness of Distribution of Uses**

- a. Background - The City will review the use and density provisions of its Zoning Ordinance and the Zoning distribution of land uses to ensure consistency with the General Plan for all sites so that the overall community future construction needs could be realized as proposed and that appropriate land use patterns are maintained.
- b. Responsible City Departments - Planning Division.
- c. Funding Source - General fund and tax increment fund.
- d. Implementation Timeframe - At time of Housing Element adoption.

#### **14. Non-Planning Division Codes**

- a. Background - The City will continue to administer and implement various non-Planning Division Codes that have a major bearing on the community's housing. Such Codes include, but are not limited to, Building and related structural topics, Housing, Energy, and Subdivisions.
- b. Responsible City Departments - Building Division, Engineering Services Division, and any other applicable City department/division.
- c. Funding Source - General Fund, Housing component of the tax increment fund, Code violator fines and/or property tax liens, and any other available sources.
- d. Implementation Timeframe - Ongoing and through June 1996.

#### **15. Removal of Governmental Development Constraints**

- a. Background - The City will review all development codes, notably Zoning, and modify any found to be unnecessary or burdensome in developing or improving housing. In addition, the City will study its development review process and streamline any identified over-lengthy procedures.
- b. Responsible City Departments - Building Division and Planning Division.
- c. Funding Source - General fund and tax increment fund.
- d. Implementation Timeframe - At time of Housing Element adoption and through June 1996.

### **C. Area 3 - Building Structure Adequacy and Safety**

#### **1. Rehabilitation**

- a. Background - The City will continue its single-family rehabilitation efforts, assisting a minimum 60 properties during the 1992/93 and 1993/94 fiscal years, expand the number of participants, if possible, and study the feasibility of rehabilitating deteriorating apartments as well.
- b. Responsible City Departments - Redevelopment Agency.
- c. Funding Source - Housing component of tax increment fund.
- d. Implementation Timeframe - Ongoing and through June 1996.

#### **2. Code Enforcement**

- a. Background - Through the City's Abatement of Real Property Nuisances and Maintenance of Real Property Ordinances and related items and procedures, continue abating the maximum possible number of violations of Covina's Zoning provisions and of the Building, Housing, and other structural-related codes as well as removing illegally constructed dwelling units.
- b. Responsible City Departments - Building Division, Planning Division, Redevelopment Agency, and Special Programs.
- c. Funding Source - General fund, tax increment fund, and fines from violations.

- d. Implementation Timeframe - Ongoing and through June 1996.

### **3. New Phase of Code Enforcement**

- a. Background - The City will expand the scope of its housing code enforcement efforts by adopting ordinances and/or other measures/procedures to facilitate the identification and abatement of a greater number of City Code violations or housing nuisances and problems, to achieve greater intra-departmental coordination, and to possibly focus resources and efforts in any neighborhoods with notably high concentrations of identified housing-related violations/problems.
- b. Responsible City Departments - Building Division, Planning Division, Redevelopment Agency, and Special Programs.
- c. Funding Source - General fund, tax increment, program fees, and fines from violators.
- d. Implementation Timeframe - July 1993 through June 1996.

### **4. Graffiti Abatement**

- a. Background - The City will continue to support and, if possible, through reasonable means, expand the voluntary graffiti abatement program, which, along with general Code Enforcement, will improve the vitality of Covina neighborhoods.
- b. Responsible City Departments - Police Department.
- c. Funding Source - A voluntary program, with funds received from donations and, if possible, fines and/or tax penalties imposed on owners of delinquent properties.
- d. Implementation Timeframe - Ongoing and through June 1996.

## **D. Area 4 - Miscellaneous Procedural Matters**

### **1. Federal Section 8 Rental Subsidies**

- a. Background - The City will continue contracting with the Los Angeles County Housing Authority regarding Section 8 rental subsidies for qualifying lower income Covina households and providing public information regarding the program.
- b. Responsible City Departments - Federal HUD and Redevelopment Agency.
- c. Funding Source - Federal Government.
- d. Implementation Timeframe - Ongoing and through June 1996.

### **2. Overcrowding Analysis and Mitigation**

- a. Background - The City will study and monitor residential overcrowding and deal with the problem as completely and affectively as possible through Code Enforcement and possibly other actions/approaches.
- b. Responsible City Departments - Building Division, Planning Division, and Special Programs Division.

- c. Funding Source - General fund, tax increment fund, and fees generated from code enforcement activities.
- d. Implementation Timeframe - July 1993 through June 1996.

**3. Analysis of Possible Abatement of Major Nonconforming Residential Buildings and Analysis of Routine Residential Demolitions**

- a. Background - The City will study and monitor 1) the possible abatement of Zoning Ordinance-defined major or "detrimental" nonconforming residential properties (i.e., those that generally are in established industrial or commercial areas), which would be intended to promote land use compatibility, physical betterment, and/or economic development (refer also to Land Use Element) and 2) general demolitions (typically old houses), which would occur on a continuous basis to accommodate intensified housing development.
- b. Responsible City Departments - Planning Division.
- c. Funding Source - General fund and tax increment fund.
- d. Implementation Timeframe - July 1993 through June 1996.

**4. Monitoring of Rent Restrictions on Existing Assisted Housing Developments**

- a. Background - The City will monitor the status of all assisted/below market rate housing complexes to determine if any become "at risk" of losing rental rate or affordability restrictions.
- b. Responsible City Departments - Planning Division.
- c. Funding Source - General fund and tax increment fund.
- d. Implementation Timeframe - July 1993 through June 1996.

**5. Continuance of Lower Income Rental Rate Restrictions Pertaining to Various Dwelling Units in Shadow Hills Apartments**

- a. Background - If necessary, the City will attempt to preserve below-market rental rate restrictions pertaining to 44 Shadow Hills units by, for example, securing a new subsidy source or working with nonprofit or other interested agencies.
- b. Responsible City Departments - Planning Division and Redevelopment Agency.
- c. Funding Source - General fund and tax increment fund.
- d. Implementation Timeframe - Housing Element adoption through June 1996.

**6. Monitoring Development Feasibility of all "Potential Housing Sites"**

- a. Background - The City will, in accordance with fulfilling its SCAG or regional housing future needs obligations, monitor and assess the status of its vacant and underutilized sites that have been deemed potentially suitable for residential development, particularly during the final two-year period of the current Housing Element timeframe (July 1994 through June 1996).

- b. Responsible City Departments - Planning Division.
- c. Funding Source - General fund and tax increment fund.
- d. Implementation Timeframe - Housing Element adoption through June 1996.

**7. Monitoring for Availability of Public or Other Surplus Land**

- a. Background - The City will continue to monitor the availability of any City-owned sites and the vacations of major uses to identify additional potential sites for housing, particularly affordable housing, development.
- b. Responsible City Departments - Planning Division.
- c. Funding Source - General fund and tax increment fund.
- d. Implementation Timeframe - Housing Element adoption through June 1994.

**8. Monitoring for Any Changes in Housing Needs**

- a. Background - The City will monitor its identified housing needs from time to time to detect any changes warranting modification in the City's strategies, policies, or programs.
- b. Responsible City Departments - Planning Division.
- c. Funding Source - General fund and tax increment fund pertaining to housing.
- d. Implementation Timeframe - Housing Element adoption through June 1996.

**9. Consideration of New Specific Programs**

- a. Background - The City shall study and consider the feasibility of utilizing the following State programs: 1) Rental Housing Construction (for new multi-family construction); 2) California owner housing rehabilitation (for owner-occupied residences); and 3) California renter housing rehabilitation (for apartments or potential mixed use arrangements). Similar, available programs, such as the Federal HOME measure (Home Investment in Affordable Housing), which can be applied in a variety of areas, will also be considered.
- b. Responsible City Departments - Planning Division and Redevelopment Agency.
- c. Funding Source - General fund and tax increment fund.
- d. Implementation Timeframe - Housing Element adoption through June 1996.

**10. Maintaining Information on Existing and Potential Funding Sources and Programs**

- a. Background - Including program "D9" above, the City will compile and maintain updated information on existing and potential housing funding sources and programs.
- b. Responsible City Departments - Planning Division.

- c. Funding Source - General fund and tax increment fund.
  - d. Implementation Timeframe - Housing Element adoption through June 1996.
- 11. Maintaining Listing of Affordable Housing Developers and Nonprofit Housing-Related Groups**
- a. Background - The City will compile and maintain an updated listing of area affordable housing developers and non-profit housing related groups that could be interested in working in Covina.
  - b. Responsible City Departments - Planning Division.
  - c. Funding Source - General fund and tax increment fund.
  - d. Implementation Timeframe - Housing Element adoption through June 1996.
- 12. Fair Housing Issues**
- a. Background - The City will continue promoting fair housing issues (or equal housing opportunities for all persons regardless of race, religion, sex, marital status, ancestry, national origin, or color) through contracting with and making referrals to the Fair Housing Council of the San Gabriel Valley and any other applicable agencies and by providing general fair housing information to the public.
  - b. Responsible City Departments - Redevelopment Agency and San Gabriel Valley Fair Housing Council.
  - c. Funding Source - Tax Increment Fund and non-City source.
  - d. Implementation Timeframe - Ongoing and through June 1996.
- 13. Redevelopment Agency Consistency and Obligations**
- a. Background - The City will take appropriate action to ensure consistency between the Housing Element and housing related Redevelopment Agency actions and programs, and ensure that the Agency adopts, as required by California Redevelopment law, Expenditure, Compliance, and any other required plans.
  - b. Responsible City Departments - Planning Division and Redevelopment Agency.
  - c. Funding Source - General fund and tax increment fund.
  - d. Implementation Timeframe - Upon Housing Element Adoption.
- 14. Housing Element Implementation**
- a. Background - In accordance with State housing element law and the State Government Code criteria, the City will implement the Covina Housing Element in a manner consistent with the implementation/administration of all other General Plan Elements, housing plans, and community goals and in a manner consistent with the intentions of this Housing Element chapter, monitor all facets of Element implementation, conduct necessary tasks so as to best prepare for future versions, annually report its findings to the Planning Commission and City Council, and, when legally required or necessary, update the Element.

- b. Responsible City Departments - Planning Division.
- c. Funding Source - General fund and tax increment fund.
- d. Implementation Timeframe - Six months from Housing Element adoption.

#### **15. Infrastructure and Service Level Accommodation**

- a. Background - Coordinated with implementation of the Land Use Element, the City will monitor the impacts of all types of future development on City services and on the infrastructure and prepare appropriate responses. Particular attention will be made to potentially developing a new funding mechanism for dealing with needed street repairs and park/open space development and expansion. Future public school closures shall also be monitored to ensure overall reasonably adequate school capacity.
- b. Responsible City Departments - Planning Division.
- c. Funding Source - General fund and tax increment fund and possible new source(s).
- d. Implementation Timeframe - Housing Element adoption through June 1996.

#### **16. Local Economy Accommodation**

- a. Background - The City will monitor new housing construction and rehabilitation in relation to necessary economic development obligations, specifically in an approach that best retains and bolsters a high jobs-to-housing ratio and strong sales tax generation.
- b. Responsible City Departments - Planning Division.
- c. Funding Source - General fund and tax increment fund.
- d. Implementation Timeframe - Housing Element adoption through June 1996.

#### **17. Regional Planning Mandate Accommodation**

- a. Background - The City will ensure that all Federal, State, regional, and County planning measures to reduce traffic congestion, air pollution, waste generation and off-site disposal, and other environmental problems are implemented and appropriately monitored to identify changing conditions.
- b. Responsible City Departments - Planning Division and Environmental Services Department.
- c. Funding Source - General fund, tax increment fund, and various funds and grants pertaining to Environmental Services.
- d. Implementation Timeframe - On-going and through June 1996.

#### **18. Homelessness Analysis and Mitigation**

- a. Background - The City will study and monitor homelessness and develop a strategy for mitigating its share of the problem, as feasible.

- b. Responsible City Departments - Planning Division and Redevelopment Agency.
- c. Funding Source - General fund and tax increment fund.
- d. Implementation Timeframe - July 1993 through June 1996.

**19. Maintenance of City Departments/Divisions Responsible for Housing Matters**

- a. Background - In order to carry out its various housing responsibilities and obligations, the City will maintain departments/divisions to, among other things, appropriately administer Zoning and related matters and various non-Planning Codes, coordinate and monitor implementation of various City housing programs, increase and maintain the community's housing stock, and disseminate information and provide assistance to the public.
- b. Responsible City Departments - Building Division, Planning Division, Redevelopment Agency, and Special Programs.
- c. Funding Source - General fund, tax increment fund, fines from code enforcement activities, Federal CDBG funding, and any other local, State, and/or Federal monies.
- d. Implementation Timeframe - Ongoing and through June 1996.

**20. Preservation of Special Residential Districts and/or Buildings**

- a. Background - The City will designate and attempt to preserve local residential areas and/or buildings that are deemed architecturally and/or historically significant.
- b. Responsible City Departments - Covina Valley Historical Society and Planning Division.
- c. Funding Source - General fund, tax increment fund, and volunteer assistance.
- d. Implementation Timeframe - July 1993 through June 1996.

**E. Area 5 - Public Information Dissemination**

**1. Code Enforcement and Private Property Maintenance**

- a. Background - The City will maintain its pamphlets, handouts, and other informational items on the code enforcement program and on the importance of maintaining private property from health and safety/structural and aesthetic standpoints, and such information shall be distributed and disseminated to the greatest extent possible to the public, property owners, and tenants.
- b. Responsible City Departments - Building Division, Planning Division, Redevelopment Agency, if appropriate, and Special Programs Division.
- c. Funding Source - General fund, tax increment fund, and fines from code enforcement activities.
- d. Implementation Timeframe - Ongoing and through June 1996.

**2. Shared Housing Opportunities Listing for Lower Income Seniors and Non-Seniors**

- a. Background - The City will maintain a listing of lower income seniors and lower income non-senior persons/households looking for rooms to rent or to share housing units with other persons. A "rooms available" listing will also be maintained. This information will be maintained at City Hall and at the Joslyn Senior Citizens Center.
- b. Responsible City Departments - Redevelopment Agency
- c. Funding Source - Tax Increment Funds.
- d. Implementation Timeframe - Housing Element adoption through June 1996.

**3. Area Homeless Facility Referral Information**

- a. Background - The City will prepare, maintain, and, through its donation-sponsored Emergency Aid Program (which gives out food and necessities to very poor persons), disseminate information on nearby homeless shelters and related facilities for persons in need of emergency housing.
- b. Responsible City Departments - City Clerk, Redevelopment Agency, and Covina Emergency Aid program coordinators.
- c. Funding Source - General fund, tax increment fund , and private donations and volunteers.
- d. Implementation Timeframe - Housing Element adoption through June 1996.

**4. Property Rehabilitation**

- a. Background - The City will maintain and continue to disseminate information on its residential property rehabilitation program.
- b. Responsible City Departments - Redevelopment Agency.
- c. Funding Source - Tax increment fund.
- d. Implementation Timeframe - Ongoing and through June 1996.

**5. Miscellaneous Housing Matters**

- a. Background - The City will continue to maintain and disseminate information on the (Federal) Section 8 rental subsidy program, on fair housing issues, and on other housing matters.
- b. Responsible City Departments - Redevelopment Agency and Special Programs Division.
- c. Funding Source - General fund, tax increment fund, and fines from code enforcement activities.
- d. Implementation Timeframe - Ongoing and through June 1996.

## **VIII. RELATION TO AND CONSISTENCY WITH OTHER GENERAL PLAN ELEMENTS**

According to Section 65582(c)(6)(B) of the California Government Code, the housing element must describe “the means by which consistency will be achieved with other general plan elements and community goals.” Because the City of Covina has updated all General Plan Elements simultaneously, one common data and information base, with the same community input, has been used for the entire project. This means that the goals, objectives, and policies for all Elements will have been (when all Elements are completed) prepared based on the same foundation and according to the same methodology, thus ensuring consistency. Also, and perhaps most importantly, revising all General Plan Elements together guarantees inter-Element program consistency because, according to planning law, implementation measures must be developed upon the existing conditions/data/needs and goals, objectives, and policies in question. In sum, the nature of the Covina General Plan update process has greatly facilitated consistency among all Elements. During Housing Element preparation, topical goals, objectives, policies, and programs have been crosschecked with those in other Elements, particularly Land Use, the central general plan chapter, to maintain and verify consistency.

Regarding the relationship between the Land Use and Housing Elements, for example, the same land use and density framework, population and housing unit projections, and goal/objective/policy and program structures have been used, and many of the goals, objectives, policies, and programs themselves are the same or similar. This will also ensure that Housing Element implementation will realize the same results as would occur through the execution of programs in the Land Use and all other Elements. Moreover, as stated in Program “D14,” the City will monitor all major aspects of Housing Element implementation, such as through the decision-making process, to verify this consistency. In other words, the City regards all Elements as having equal legal status and, in this case, therefore is committed to appropriate and “consistent” Housing Element implementation.

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## **IX. CITIZEN PARTICIPATION IN HOUSING ELEMENT FORMATION**

State planning law (Government Code Section 65582(c)(6)B) requires local governments to “make a diligent effort to achieve public participation of all economic segments of the community in the development of the housing element.” In fulfilling its citizen participation obligations for Housing as well as for all other Elements, the City has:

1. Prepared and distributed a “short” questionnaire to all Covina households.
2. Prepared and distributed a “long” questionnaire on a random basis to approximately 10% of all Covina area households.
3. Conducted “town hall meetings” or public forums.
4. Prepared a cable television commercial on the general plan update and public forums and had a staff member appear on a local cable television program to discuss the General Plan update process and answer public questions.
5. Prepared and distributed several General Plan update flyers at City Hall and at various public functions. Also prepared press releases and articles in various newspapers and City publications on the General Plan update process and on the public forums.
6. Received numerous comments from the public (in this case regarding housing) on the phone, at the counter, in the field, and in the course of site-specific project reviews.
7. Met with and elicited the views of Covina’s Housing Advisory (HCDA) Committee.
8. Organized, met with, and elicited the views of a housing sub-committee of Covina’s General Plan Update Committee.
9. Met with and elicited the views of City of Covina employees who deal with housing issues.

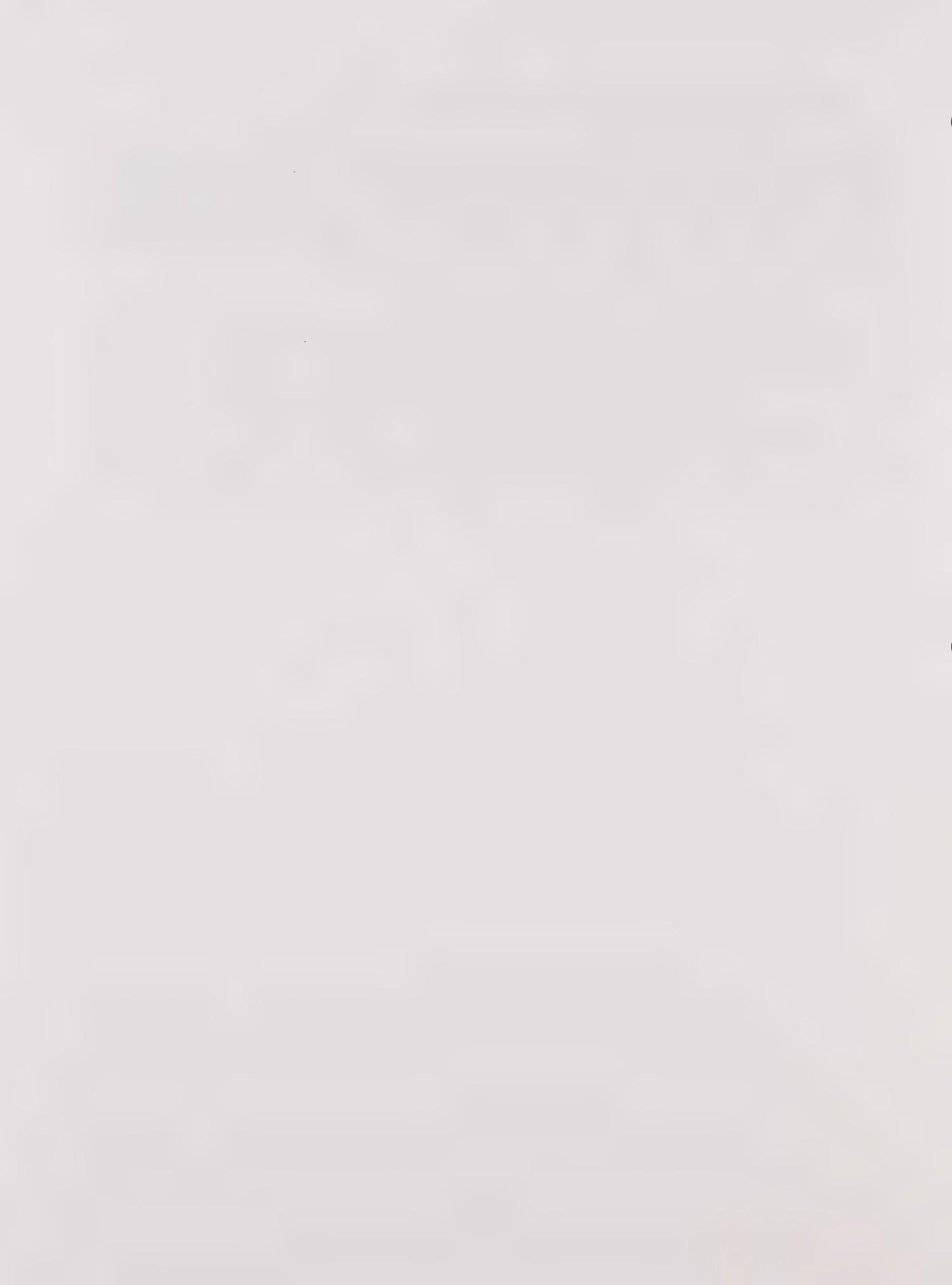
Refer to Section “J1” of the Housing Study for clarification on the above activities and on the input received from the respective procedures. The City of Covina, then, has made a reasonable effort to reach out to all economic segments and views in drafting this Element. All public comments elicited through measures 1 through 9 have been carefully studied by the City and incorporated into the body of data and information that was used in formulating housing goals, objectives, and policies and therefore programs as well.

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## **X. MONITORING HOUSING ELEMENT IMPLEMENTATION**

In order for the General Plan Housing Element's goals, objectives, and policies to be realized, or to ensure that the Element serves to maintain and, where necessary, improve Covina's housing situation, the Element must be implemented as proposed or programs have to be carried out effectively. Also, to ensure that implementation is achieved to the maximum degree possible, consistent Housing Element monitoring must also occur. This subject is addressed by Section 65400(b) of the Government Code, which states that following housing element adoption or revision, a City shall "provide an annual report to the legislative body on the status of the plan and progress in its implementation, including the progress in meeting its share of regional housing needs. . ."

The City of Covina will fulfill its monitoring of implementation obligation by preparing the State-required report for the Planning Commission as well as the City Council. This procedure, in fact, has been incorporated into the Housing Element implementation framework as Program "D14," which calls for the monitoring of all aspects of the implementation effort, including, as stated in Section VIII, assurances that inter-Element consistency is achieved. One such facet of the monitoring process is ensuring that any unfulfilled regional housing needs or underutilized policies or programs are adequately handled. Any identified problems or deficiencies will be carefully studied and appropriately handled to ensure that desired Housing Element results are not impeded. The City believes that many potential problems should be avoided by maintaining a commitment to appropriate Element implementation through the decision-making process. Besides, then, furthering the established housing goal and objectives, this approach will facilitate preparing the next Housing Element, which, as previously stated, must be adopted by July 1996.



# HOUSING STUDY

FOR THE

## COVINA GENERAL PLAN HOUSING ELEMENT

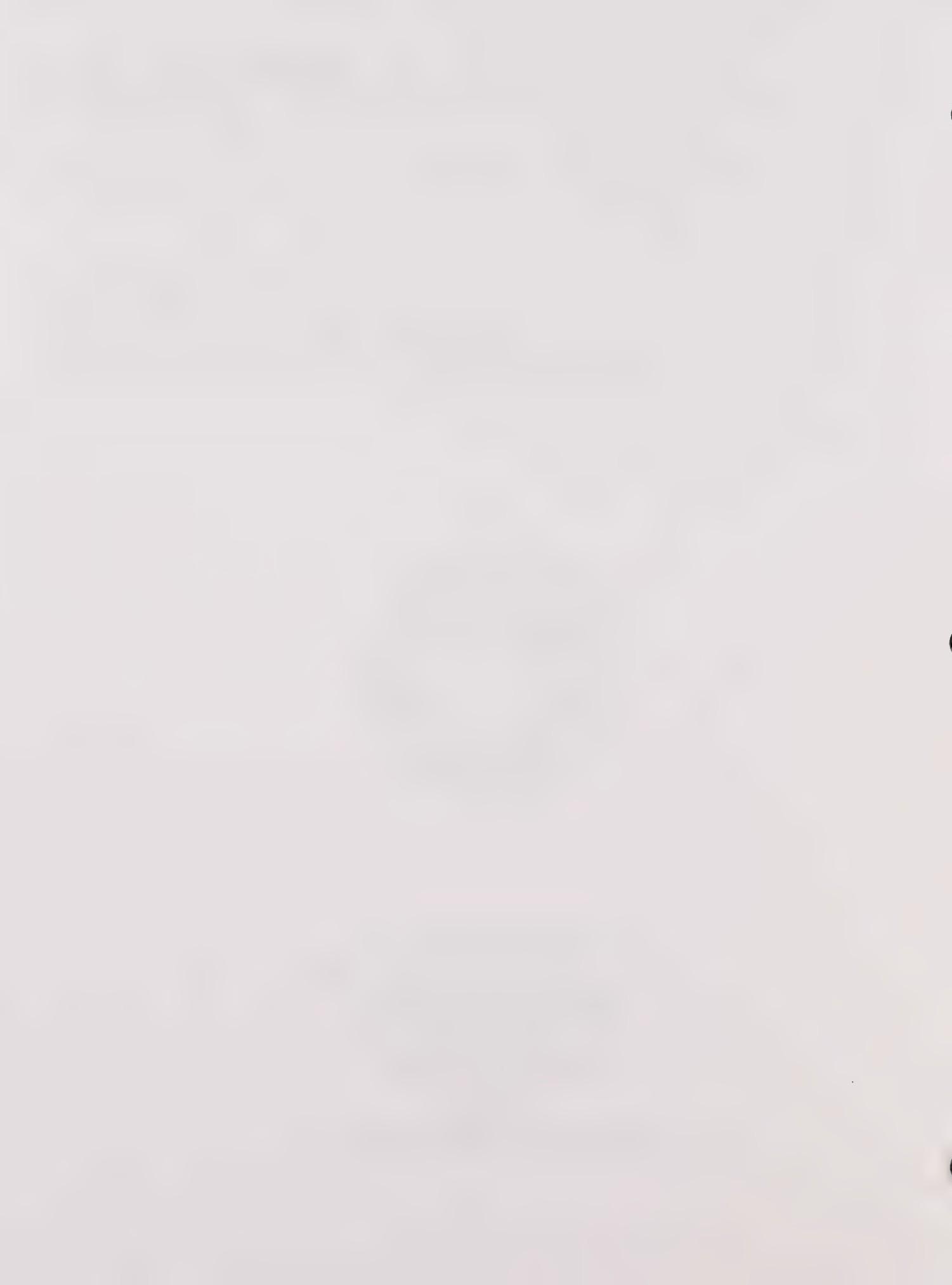


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## TABLE OF CONTENTS

	<b>Page</b>
<b>LIST OF TABLES</b>	V
<b>LIST OF CHARTS</b>	IX
<b>LIST OF MAPS</b>	XI
<b>LIST OF PICTURES</b>	XIII
<b>EXECUTIVE SUMMARY</b>	XV
<b>A. BACKGROUND INFORMATION</b>	1
1. Purpose of Study	1
2. Theory/Function of Housing in Planning Process	1
<b>B. EXISTING HOUSING STOCK AND CONDITIONS</b>	5
1. Number of Existing Housing Units and Unit Types	5
a. City territory analysis	6
b. County territory analysis	8
2. Location and Distribution of Unit Types	8
a. City territory analysis	8
b. County territory analysis	9
3. Location of Special, Low and Moderate Income Housing Complexes	9
4. Housing Stock Age and Structure Conditions	10
a. General information and facts	10
b. Units without basic utility services	12
5. Summary of Key Facts	13
<b>C. VITAL COMMUNITY CHARACTERISTICS AND TRENDS</b>	15
1. Population Figures and Trends	15
a. Age breakdown for all persons	16
b. Race breakdown for all persons	17
2. Number of Families and Number and Type of Households	18
3. Employment Characteristics and Trends	20
4. Income Characteristics and Trends	24
a. General characteristics	24
b. Number and percentage of households by income level	27
c. Percentages of persons and families below poverty level	28
5. Housing Prices and Costs	31
6. Percentage of Persons Overpaying for Housing	36
7. Educational Achievement	41
8. Summary of Key Facts	42
<b>D. HOUSEHOLD CHARACTERISTICS</b>	45
1. Tenure (Owner- and Renter-Occupied Dwelling Units)	45
a. General information	45
b. By persons per unit	46
c. By age of householder	47
d. By persons in unit	48
e. By number of bedrooms	49

2.	Overcrowding	49
a.	General information, overall in City, and by tenure	49
b.	By year structure built and location	51
3.	Existing and Future General and Special Housing Needs	52
a.	According to Regional Housing Needs Assessment (RHNA)	52
1)	General information	52
2)	Identified housing needs	53
a)	Existing needs	53
b)	Future needs	56
b.	According to Comprehensive Housing Affordability Strategy (CHAS)	59
1)	General information	59
2)	Identified needs	60
c.	Homelessness	60
1)	Background discussion and applicable housing element requirements	60
2)	Los Angeles area and City of Covina homeless conditions	61
3)	Existing homeless facilities in Covina area	63
d.	Disabled persons	63
e.	Farmworkers	65
f.	General needs identified through citizen participation efforts	65
g.	Needs identified by City Housing (HCDA) Committee	65
h.	Needs identified by Covina Housing Subcommittee of Covina General Plan Update Committee	66
i.	Needs identified by Covina Planning Division through Analysis of United States Census and Other Data	66
j.	Suggested prioritization of needs by Covina Redevelopment Agency	66
k.	Synthesis of all identified City housing needs	66
4.	Summary of Key Facts	67
<b>E.</b>	<b>MISCELLANEOUS FACTORS</b>	71
1.	Vacancy Rates - General, Overall, and by Tenure	71
2.	Actual and Potential Constraints on Maintenance, Improvement, and Development of Housing - Discussion and Analysis	72
a.	Background discussion	72
b.	Governmental constraints	73
c.	Nongovernmental constraints	79
3.	Energy Conservation Opportunities	80
4.	Existing and Potential City Nonconforming Uses	81
5.	Condominium Conversions	82
6.	Current and Future Housing Construction Activity and Demolitions	82
7.	Current and Proposed Housing Unit and Population Build-Out Figures	83
8.	Existing and Future City Jobs-to-Housing Ratio	86
9.	Summary of Key Facts	88
<b>F.</b>	<b>ANALYSIS OF POTENTIAL HOUSING SITES FOR ALL INCOME LEVELS AND RELATION TO ZONING AND PUBLIC FACILITIES AND SERVICES</b>	91
1.	General Information	91
2.	Potential Housing Sites in Vacant and Underutilized Residential Zoned/Designated Land	93
a.	Vacant residential zoned/designated land	93
b.	Underutilized residential zoned/designated properties	95
c.	Combined total for vacant and underutilized residential zoned/designated sites	97
3.	Analysis of all Vacant and Underutilized Housing Suitable Sites in Addressing Covina's "Future Needs" Housing Construction Deficiencies	99
4.	Analysis of Relation of Zoning to Future Housing Sites	101

5.	Analysis of Relation of Public Facilities and Services to Future Housing Sites	102
6.	Summary of Key Facts	102
<b>G.</b>	<b>EXISTING ASSISTED HOUSING DEVELOPMENTS ELIGIBLE TO CONVERT TO NON-LOW INCOME HOUSING USES</b>	105
1.	General Information	105
2.	Summary of Key Facts	106
<b>H.</b>	<b>EXISTING GENERAL PLAN HOUSING ELEMENT</b>	107
1.	General Provisions	107
2.	The Appropriateness of the Housing Goals, Objectives, and Policies in Contributing to the Attainment of the State Housing Goal	107
3.	The Effectiveness of the Housing Element in Attainment of the Community's Housing Goals, Objectives, and Policies	107
4.	The Progress of the City in Implementing the Housing Element	108
5.	Summary of Key Facts	108
<b>I.</b>	<b>COVINA HOUSING PROGRAMS</b>	109
1.	General Information	109
2.	Existing Programs - Discussion and Analysis	109
a.	Redevelopment Agency Rent Subsidy	109
b.	Rehabilitation	110
c.	Code enforcement	110
d.	Community Development Block Grant (CDBG) Funding	111
e.	(Federal) Section 8 rental assistance	112
f.	(Federal) Section 236 below market rental rates	112
g.	Redevelopment agency financial assistance in affordable housing development	113
h.	Planned Community Development (PCD) process	113
i.	Multiple-Family and Rental Property Zoning Accommodation	114
j.	Mobile Home Accommodation	114
k.	Manufactured Housing Accommodation	114
3.	Potential Housing Programs	115
4.	Summary of Key Facts	116
<b>J.</b>	<b>HOUSING INFORMATION OBTAINED THROUGH CITIZEN PARTICIPATION</b>	119
1.	General Information	119
2.	Citizen Participation Methods	120
a.	"Short"/Community Resources Brochure Questionnaire	120
b.	"Long"/Covina Community Questionnaire	121
c.	Public forums/town hall meetings	123
d.	Local cable television station commercial and interview of Planning staff member on the same station regarding General Plan update	124
e.	Preparation and distribution of flyers and local newspaper press releases on the General Plan update	125
f.	The receiving of numerous public comments on housing issues through day-to-day activities	125
g.	Meeting with Covina's Housing Advisory Committee	125
h.	Organization of and meetings with Housing Subcommittee of Covina General Plan Update Committee	127
i.	Meetings with various City of Covina employees	128
3.	Synthesis of all Housing Comments/Points	129

<b>K.</b>	<b>COMMUNITY HOUSING ISSUES, OPPORTUNITIES, AND ASSUMPTIONS</b>	131
1.	General Discussion	131
2.	Area 1 - Housing Unit Types and Amounts and Future Development Activity	131
3.	Area 2 - Housing Location and Distribution	133
4.	Area 3 - Structural, Occupancy, and Community Aesthetic Conditions	134
5.	Area 4 - Housing Costs and Affordability	136
6.	Area 5 - Demographic, Social, Income, Economic, and Employment Characteristics and Trends	137
7.	Area 6 - Special Housing Needs	139
<b>END NOTES</b>		141
<b>BIBLIOGRAPHY</b>		143
<b>APPENDIX A:</b>	Social Security Administration Correspondence	
<b>APPENDIX B:</b>	State Criteria for Determining Dwelling Unit Income Group Applicability Based on Housing Costs	
<b>APPENDIX C:</b>	Covina Planning Division Rental Rate and Income Study Relating to Lower Income Household Housing Overpayment	
<b>APPENDIX D:</b>	Builder/Developer and Real Estate and Financial Institution Official Correspondence	
<b>APPENDIX E:</b>	Existing Housing Element Goals and Policies	
<b>APPENDIX F:</b>	“Short” General Plan Update Questionnaire and Responses	
<b>APPENDIX G:</b>	“Long” or Primary General Plan Update Questionnaire and Responses	
<b>APPENDIX H:</b>	General Plan Public Forum Questions	
<b>APPENDIX I:</b>	Transcript of General Plan Update Public Forum Cable Television Commercial	
<b>APPENDIX J:</b>	General Plan Update Flyers, Articles, and Press Releases	
<b>APPENDIX K:</b>	Questions For Housing Advisory (HCDA) Committee	
<b>APPENDIX L:</b>	Questions For Housing Subcommittee of General Plan Update Committee	
<b>APPENDIX M:</b>	Questions For Various City Employees	

## LIST OF TABLES

<b>Table</b>		<b>Page</b>
1.	City Dwelling Units, 1992	5
2.	County Dwelling Units, 1992	5
3.	Total Planning Area Dwelling Units, 1992	5
4.	Covina Housing Growth	7
5.	Percentage of Non-Single Family Detached Units For Covina and Selected East San Gabriel Valley Cities, 1990	7
6.	Covina Structure Ages, 1992	10
7.	Covina Housing Problem Numbers, 1992	11
8.	Covina Population Growth	15
9.	Covina Resident Age Breakdown, 1990	16
10.	Household Types and Relationships For Persons 65 and Over, 1990	17
11.	Covina Race Breakdown, 1990	17
12.	Covina Family Households, 1990	18
13.	Covina Nonfamily Household Types and Relationships, 1990	18
14.	Covina Household Types by Age of Householder, 1990	19
15.	Persons in Households, 1990	19
16.	Persons Per Household and Persons Per Family For Covina and Surrounding Cities, 1990	20
17.	Occupational Characteristics For Employed Covina Residents, 1990	21
18.	Industrial Classifications For Employed Covina Residents, 1990	22
19.	Employment Characteristics For Covina and Surrounding Cities, 1990	23
20.	Covina Employment by Industry Categories, 1990, as Documented by SCAG	24
21.	Income Figures For Covina and Selected East San Gabriel Valley Cities, 1989	25
22.	Number of Households and Mean Household Income By Income Source, 1989	26
23.	Mean Family Income By Family Type and Presence of Children Under 18 Years, 1989	26
24.	Covina Number and Percentage of Households By Income Level, 1989	27
25.	Total Number of Households and Percentage of Households by Income Level for Covina and Surrounding Communities, 1989	27

26.	Percentage of Persons and Groups Below Poverty Level, 1989	28
27.	Percentage of Selected Covina Household Types Below Poverty Level, 1989	29
28.	Poverty Status by Age of Householder by Household Type, 1989	30
29.	1980-1990 Percentage Increase For Below Poverty Level Figures Applicable To Selected Covina Household Types	30
30.	Median Home Costs For Covina Area Cities and Los Angeles Area Counties, 1990	31
31.	Median Single-Family Detached and Condominium Sales Prices For Covina and Los Angeles County During April Through June 1992, as Reported by Los Angeles Times	32
32.	Median Monthly Housing Costs For Selected East San Gabriel Valley Cities, 1990	33
33.	Rental Payments For Selected Covina Renter-Occupied Housing Units, 1990	34
34.	Rental Payments For Selected Covina Renter-Occupied Housing Units by Bedroom Size, 1990	35
35.	Numbers and Percentages of Covina Lower Income Households Paying More Than 30% of Income For Shelter Based on Los Angeles County Median, 1989	37
36.	Household Income in 1989 by Selected Monthly Owner Costs as a Percentage of Household Income, 1989	38
37.	Household Income in 1989 by Gross Rent as a Percentage of Household Income, 1989	38
38.	Percentage of Lower Income Households Paying More Than 30% of Income For Shelter Based on Los Angeles County Median, 1989	39
39.	Housing Cost and Income Percentage Increases Over 1980s For California, Los Angeles County, and City of Covina	40
40.	Housing Cost Overpayment Number and Percentage Increases From 1983 to 1989 For California, Los Angeles County, and City of Covina	40
41.	Educational Attainment in Covina For Persons 18 and Over, 1990	41
42.	Educational Attainment For Covina and Selected East San Gabriel Valley Cities	42
43.	Tenure of Different Housing Types in Covina, 1990	45
44.	Changes in Covina Tenure Percentages During 1980s	45
45.	Tenure Percentages For Covina and Selected East San Gabriel Valley Cities, 1990	46
46.	Tenure By Persons Per Unit For Covina and Selected East San Gabriel Valley Cities, 1990	47
47.	Tenure by Age of Householder For Covina, 1990	48
48.	Tenure By Persons in Unit For Covina, 1990	48
49.	Tenure By Bedrooms For Covina, 1990	49

50.	Owner-Occupied and Renter-Occupied Overcrowding Percentages For Covina and Selected East San Gabriel Valley Cities, 1990	50
51.	Covina Percentage Changes For Owner-Occupied and Renter-Occupied Housing Between 1980 and 1990	50
52.	Covina 1988 RHNA Existing Housing Needs by Tenure	54
53.	Numbers of Covina Households Receiving Housing Payment Assistance, November 1992	54
54.	Covina Draft 1994 Existing Housing Needs by Tenure	55
55.	Covina 1988 RHNA Future Housing Needs For July 1989 Through June 1994	56
56.	New Covina Dwelling Units by First Four Years by Income Category For Current RHNA Period	56
57.	Los Angeles County Maximum Monthly Housing Costs by Unit Size For Various Income Groups, 1992	57
58.	Comparison of New Covina Dwelling Units That Will Have Been Constructed From July 1989 to June 1993 to RHNA Future Housing Targets	58
59.	United States Census Count of Homeless in Covina and Selected East San Gabriel Valley Cities, 1990	62
60.	Covina Resident Age By Mobility and Self-Care Limitation Status, 1990	64
61.	Covina Resident Age By Work Disability By Mobility and Self-Care Limitation Status, 1990	64
62.	Homeowner and Renter Vacancy Rate Percentages For Covina and Selected East San Gabriel Valley Cities, 1990	71
63.	Theoretical Dwelling Unit and Population Build-Out Figures For Proposed Covina Land Use Plan and Existing Plan	85
64.	Jobs-to-Housing Ratios For Covina and Selected East San Gabriel Valley Communities, 1990	87
65.	Change in Jobs and Housing Units and in Jobs-to-Housing Ratio During 1980s For Covina	88
66.	Comparison of Covina Quantified Development Objectives/New Dwelling Units That Will Have Been Constructed From July 1989 to June 1993 to RHNA Future Housing Needs Targets	92
67.	Vacant Sites Currently Zoned or Designated for Residential Uses	94
68.	Potential Dwelling Unit Build-Out of All Currently Underutilized RD-Zoned (Apartment and Condominium/Townhouse) Properties	96
69.	Total Proposed Additional Dwelling Units For All Presently Underutilized Residential Zoned Properties	97
70.	Development Potential For All Vacant and Underutilized Residential Zoned/Designated Sites	98
71.	Comparison of Theoretical to Probable Development Potential For All Vacant and Underutilized Residential Zoned/Designated Sites	99

72.	Minimum Numbers of Dwelling Units at Different Income Categories That Covina Must Plan For To Meet RHNA Future Housing Development Needs	100
73.	Numbers of Potential Dwelling Units at Different Income Categories Based on Existing Vacant and Underutilized Sites in Relation to Identified SCAG RHNA "Future Needs" Deficiencies	101
74.	Covina Rehabilitation Program Accomplishments Between 1984 and 1994 By Income Group	110
75.	Covina Households Receiving Rental Subsidies By Program Type, 1991/92 Fiscal Year	112

## **LIST OF CHARTS**

<b>Chart</b>		<b>Page</b>
1.	Housing Element Preparation and Approval Process	4
2.	Citizen Participation Process	120

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## LIST OF MAPS

<b>Map</b>		<b>Page</b>
1.	Covina Regional Location	XXII
2.	Demarcation of 1992 Covina City and Unincorporated Territories	XXIII
3.	Covina Streets, City Limits, and Planning Area Boundary, 1992	XXIV
4.	Covina Districts	XXV
5.	Covina Areas by Zip Code	XXVI

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## LIST OF PICTURES

<b>Picture</b>	<b>Page</b>
1.	1.

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## EXECUTIVE SUMMARY

The purpose of the Housing Study is to present and analyze various housing-related information and to evaluate Covina's existing housing programs to establish a framework for the City's revised Housing Element. The housing element, one of seven mandatory general plan chapters, primarily serves as the plan and process by which a local government addresses State and regional housing statutes, goals, and policies and addresses and meets its special, unique housing needs. In the local housing element process, the State ensures that cities and counties consider their present and future housing construction potential, availability, affordability, and structural adequacy to accommodate increases in population and employment and changes in demographics and to support and, where possible, enhance local economic vitality and social stability. In other words, the element functions as the framework for a City's overall housing programs/strategies and as a basis for making both short- and long-term decisions on housing-related matters. The housing element generally operates on a State-established five-year timeframe, which, for cities in Los Angeles County, initially was from July 1989 to June 1994. Also, the housing element period generally runs conterminously with the below-described regional housing needs accommodation process, a key element component. However, very late in Covina's housing element preparation, a State law was passed that extended the current element period by two years, to June 1996. The timeframe change did not, however, affect the regional housing needs component, which maintains the 1994 termination date. This legislation (passed in response to State funding limitations) essentially postpones implementation of an updated regional housing needs process, thus giving cities a two-year period to, for example, address any outstanding housing needs and/or underutilized policies and programs. The City has adjusted its housing element-related activities to conform to the extension.

The Covina housing element program is comprised of two documents, the subject Study, which presents a snapshot of the community pertaining to housing unit types, structure conditions, household, population, employment, social, and economic characteristics and trends, housing needs, and other areas, and the Housing Element itself, which is based on this report and is a goal-, policy-, and program-oriented document that looks into the future. For clarification on Housing Element document terms, refer to the document. The remainder of the Executive Summary pertains to the contents of the Housing Study.

Covina's housing stock is quite diverse. As of May 1, 1992, there were 16,020 total dwelling units in the City, of which 55.7% were single-family detached houses, 32.2% were apartments, 8.7% were condominiums/townhouses, 3.2% were mobile homes, and 0.2% were second units. Compared to surrounding communities, Covina's proportion of non-single family detached or "nontraditional" housing is high. Covina's diversity in unit types translates to an abundance of "affordable" housing.

Despite having a great deal of non-single-family detached housing, Covina's overall prevailing character is low to medium density. Most of the recently constructed apartments, condominiums, and townhouses are under 25 dwelling units per acre, though a few of the '50s through '70s era complexes are in the 25 to 40 range. The single-family detached housing, which typically consists of 1,300 to 1,800 square foot homes on 6,500 to 8,000 square-foot lots, pervades in all areas of the City and generally fronts on local or collector streets, as opposed to the apartments, condominiums/townhomes, and mobile home parks, which typically exist in areas in and around the downtown, along stretches of certain major streets, and in various districts such as the vicinity of Sunflower Avenue and Cienega Street. Some apartments and condominiums/townhouses are in isolated pockets that have little or no linkages to similar dwelling types. Many of Covina's medium and high density developments have been built since the '70s because of land use intensification pressures associated with decreasing vacant land and rising property values, favorable Zoning and General Plan policies and standards, and greater City acceptance. Much of Covina's overall housing growth over the years has been due to annexations. For example, over one-half of the 27% housing stock increase that occurred in the 1980s was attributable to formerly County properties.

In terms of the age and condition of Covina's dwelling units, overall the housing is fairly new, though aging. Approximately 94% of the units have been built since 1950, and two-thirds of the housing stock went up during '50s and '60s alone. Although generally the housing stock is in a sound state, because of aging, inadequate upkeep, a greater number of absentee owners, and other factors, there has been a rising incidence of structurally deteriorating and inadequately maintained properties, particularly regarding older houses and apartments. The City has taken notice

of this problem by enacting a viable, cost-effective housing-related code enforcement program to abate the identified structural deficiencies and property maintenance nuisances as expeditiously as possible. As of late 1992, 185 total dwelling units (35 homes and 10 apartment complexes) were or had recently undergone City code enforcement action. Code enforcement is a major City concern and, accordingly, existing efforts likely will be expanded to abate as many serious housing-related nuisances as possible, thus maintaining Covina's affordable housing stock as well as overall community image, appearance, and vitality.

Covina's 1992 population, 43,442, represents about 2.6% of the persons residing in the east San Gabriel Valley. The population figure is comprised of 42,863 household residents (i.e., those residing in general dwelling units) and 579 persons living in group quarter facilities such as nursing homes. Most of Covina's growth has occurred since World War II. In the '80s, the population rose by 28%, and the number of housing units increased by 26.2%. Almost two-thirds of the 1990 local population are between the ages of 18 and 64, and the four most common racial groups are white (63.0%), Latino (25.5%), Asian (7.2%), and black (3.8%). Also, 76.1% of the households are "married couple families," meaning that the City is a predominantly family-oriented locality. However, Covina is getting a greater proportion of "nonfamily" households, and the City's population and households are becoming more diverse. For example, there are many more extended families residing within single dwelling units, an indication of demographic shifts. Moreover, the City's persons per household and persons per family figures are, respectively, 2.74 and 3.22, which are lower than most surrounding municipalities. Over the years, Covina's population has grown because of general development as well as County annexations.

In 1990, Covina had an employed civilian labor force of 22,173 and a 5.4% unemployment rate. The top five employment groupings were: 1) services, 33.2%; 2) retail trade, 17.8%; 3) manufacturing, 17.7%; 4) finance, insurance, and real estate, 8.6%); and 5) construction, 6.7%. During the '70s and '80s, there was a decline in manufacturing employment and an increase in the proportion of persons with service- and retail-oriented jobs, which indicates increasing housing needs because employees in the latter sectors typically receive lower wages than those in the former group. Regarding employment opportunities in Covina, in 1990 there were 27,762 jobs, and the top five employment groupings were: 1) services, 35.4%; 2) retail trade, 20.4%; 3) manufacturing, 14.7%; 4) finance insurance and real estate, 4%; and 5) government, 7.9%. The fact that Covina has about as many jobs as "working age" (between 18 and 64) persons indicates that the City has a fairly strong economic base. Also, Covina has a relatively high jobs-to-housing ratio, which illustrates a "balanced" community. Covina's 1990 ratio of jobs to housing was 1.74, which is higher than those in all other east San Gabriel Valley cities except Irwindale and Industry. The jobs-housing balance concept is an important component of the Southern California Association of Government's (SCAG's) overall strategy for mitigating the Los Angeles area's growth related transportation, environmental, land use, and related problems. SCAG carries out this strategy through City-recommended jobs-to-housing ratio targets or goals in its various plans. Relating to the Housing Element, then, this means that although Covina must continue to provide new housing for a variety of economic segments, the City also needs to ensure that its number of jobs (or commercial and industrial base) is maintained and, preferably, enhanced. SCAG considers the east San Gabriel Valley a "jobs deficient" subregion.

Covina's 1990 median household and median family incomes were, respectively, \$38,907 and \$44,375. Although these figures are above the respective averages for Los Angeles County, Covina's two income figures are below those for most east San Gabriel Valley communities. Also, Covina's percentage of persons over 18 who were below the poverty level in 1990 (6.7%) is considered "average" for the area. Poverty rates in the City are most severe for various types of female-headed families. In the '80s, while Covina's median household income rose by 86.4% and median family income increased by 81.1%, median mortgages rose by 174.1% (to \$1,091) and median rents rose by 118.1% (to \$652). The phenomenon of incomes not keeping pace with housing costs underscores a worsening housing affordability problem that has occurred throughout Los Angeles County and the State as well. Interestingly, Covina's median mortgage and median rent are below those for many east San Gabriel Valley communities. The 1990 Covina median home sales price was \$201,300, a "middle of the road" figure for the Valley. In the early '90s, however, because of various economic and market factors, rents and home sales prices have stabilized. These trends plus relatively low interest rates have been welcome news for some renters and for potential first-time buyers with sufficient incomes. Nevertheless, considering generally declining wages and the fact that housing costs remain much higher than in previous eras, it remains difficult for many incoming young families to buy a first home.

Another noteworthy housing indicator is lower income housing overpayment--households earning under 80% of the County median income and paying more than 30% of their gross monthly incomes on housing. According to the 1990 Census, over one-fifth of Covina's households met this standard, and about three quarters of the lower income households overpaying for shelter were renters. Also, the Census revealed that the total percentages of owners and renters "overpaying" were, respectively, 5.4% and 15.5%. In the '80s in Covina and in most communities in the State, renter overpayment percentages rose more dramatically than those for owners. The above facts and figures underscore Covina's need to continue with and, where possible, expand existing rent subsidy and other housing programs. Moreover, compared to surrounding cities, the percent of Covina lower income renters paying more than 30% of their incomes for housing actually is on the high side. However, Covina's 1980s-exacerbated renter overpayment problem appears to have been somewhat mitigated by an early 1990's stabilizing of rents, as documented by a City study, and rise in incomes. Based on the comingling of these factors, it has been determined that 128 additional lower income renter households no longer overpay for housing.

Other key housing-related topics examined in the Study are tenure (distribution of owner- and renter-occupied dwelling units), overcrowding, vacancy rates, and development/improvement constraints. Regarding tenure, the 1990 Census revealed that 58.1% of Covina's total dwelling units were owner-occupied and 41.9% were renter-occupied. Referring specifically to single-family detached houses, the "owner-occupied" percentage was 85.5%, meaning that about 1 in 7 is rented out. Over the '80s, Covina became a more renter-oriented community because of the proliferation of apartments and condominiums/townhomes and because of a rising incidence of single-family detached absentee ownership. Compared to most surrounding East San Gabriel Valley communities, Covina's overall owner-occupied percentage (58.1%) is relatively low. Census data also revealed, not surprisingly, that renters tend to be younger households.

Regarding overcrowding, 1,401 occupied dwelling units or 9.0% of the City's total, were occupied by 1.01 or more persons per room (the topical Federal standard). Overcrowding is much higher in rentals. While 30.5% of the units (a total of 428) were owner-occupied, almost 70% (973 dwellings) were inhabited by renters. Or, 14.9% of all occupied rentals were considered overcrowded, but only 4.7% of the owner-oriented units had high tenant counts. Because apartments comprise most of Covina's rental units, it is believed that this dwelling type constitutes a majority of the overcrowded renter-occupied buildings. Overcrowding can lead to structural, property maintenance, and other problems, and therefore is of concern to the City. When compared to nearby municipalities, Covina's "owner" and "renter" overcrowded percentages are average. Unfortunately, overcrowding for both sectors in Covina and around Los Angeles County increased dramatically in the '80s because of various demographic, economic, and social changes.

Pertaining to vacancy rates, Covina's 1990 total, owner, and renter vacancy rates were, respectively, 3.6%, 1.0%, and 5.5%. According to the Southern California Association of Governments (SCAG), "ideal" owner and renter vacancy rates should be around, respectively, 2.0% and 5.0%. Technically, vacancy rates stabilize housing costs and bolster a local economy by providing housing opportunities for workers in existing, new, and expanded businesses. Compared to twelve surrounding communities, the owner vacancy ranks 9th, and the renter vacancy rate ranks 5th. In terms of constraints, there are several governmental and nongovernmental actions, procedures, standards, and factors that, to varying degrees, constitute constraints on the maintenance, improvement, and development of housing. State general plan law strongly encourages constraint removal and/or mitigation, where possible, as a way to facilitate local housing development and expansion activities. The chief governmental constraints, which the City has direct control over, include physical and limited environmental factors; the administration and enforcement of various codes such as Zoning, Design Guidelines, Building, Housing, Energy, Fire and Handicapped Accessibility; development fees and conditions; the development review process timeframe; infrastructure and public service factors (particularly relating to streets, emergency services and, to a lesser extent, public schools); and restrictions imposed by regional agencies. Although certain aspects or portions of some of the above governmental items could be streamlined, any change must be done in a manner that does not jeopardize public health, safety, welfare and does not diminish the community's image and appearance. (In some cases, streamlining procedures or reducing standards will be difficult, if not impossible.) The nongovernmental constraints, on the other hand, are defined as key housing-related costs that are shaped by market forces and that are paid by developers or prospective home buyers, particularly the costs of land, construction, and financing. Although these factors are much less amenable to Covina or local

governmental actions, cities nevertheless must analyze the nongovernmental constraints to determine where responses are warranted. Covina's approach in this matter basically is to monitor various costs for unusual conditions and, if necessary, to take whatever action is appropriate or possible.

In accordance with State planning law, the housing element must be based on and consistent with the general plan land use chapter. According to the Land Use Element, the Covina General Plan's proposed theoretical dwelling unit and household population build-out figures are, respectively, 17,905 residences (an 11.8% increase over the 1992 number) and 49,149 persons (14.7% more than the current resident count). There would also be 666 persons residing in group quarters places such as nursing homes. Inasmuch as these projections are theoretical capacities, however, the actual long-term development scenario is likely to be less intense. The probable build-out numbers, which typically are based on factors such as the extent of general plan implementation, annexations, future social, demographic, and economic conditions, and future market demand and community image and vitality, would likely be 80% of capacity. The rationale behind the Land Use Plan was, in accordance with City Council and Planning Commission direction and local resident views identified during the citizen participation process, generally to retain the City's existing land use arrangement--or single-family detached houses--as the dominant use while focusing apartments, condominiums/townhomes, and mobile home parks in areas already established with similar uses such as in and around the downtown and along certain major streets. Although the Plan would reduce slightly existing densities in a few blocks, moderate growth and the intensification of now-underutilized parcels is encouraged and, as indicated above, key affordable housing resources such as apartments and mobile home parks are preserved.

One land use-related matter that the City will need to address is its major or Zoning Ordinance-defined "detrimental" nonconforming uses, which are uses that are not permitted according to the underlying Zoning and the General Plan Land Use Element but were once legal and therefore can continue on an amortized basis for a specified period. (According to State law, removal is a property owner responsibility.) Over the years, primarily because of sensitivity to residents of applicable housing units, the City of Covina has not enforced its nonconforming provisions. However, the Land Use and Housing Inventory, on which much of the Land Use and Housing Elements are based, identified 250 major nonconforming housing units, which was comprised of 74 single-family detached units and 176 multiple-family units (9 complexes). Most current nonconforming units are in and around the downtown (such as old, wood-frame houses in the now industrial-designated area just northeast of Citrus Avenue and San Bernardino Road). Also, the proposed General Plan Land Use Element would create 73 additional nonconforming units in various parts of the City (12 houses, 3 condominium/townhouse complexes totalling 38 units, and 3 apartment facilities equating to 23 dwellings.) Upon General Plan adoption, there could thus be as many as 323 nonconforming Covina dwellings. In many cases, the City's nonconforming units are not well maintained, disturb neighborhood character, preclude potential viable economic activity, and/or adversely impact land use continuity. Therefore, the City generally welcomes their removal. But because of typical nonconforming unit location, age, and condition, in the aggregate, they may constitute a small proportion of the community's affordable housing stock. Although where necessary and/or appropriate, Covina may wish to consider abating its Zoning-defined "detrimental" nonconforming residential properties, the City should try to prevent unreasonable hardships on potentially effected residents, many of which are believed to be lower income. Other nonconforming issues concern whether the City should continue to permit single-family detached houses in apartment/condominium-zoned districts, of which 266 homes now fall under this classification, and how to deal with a particular deteriorating mobile home park in an industrial-designated area.

Two slightly related matters that have also been explored in the housing element process are the potential loss of affordable housing because of condominium conversions and because of the possible termination of below market rate rents in certain lower income household complexes. Regarding the former, to date no condominium conversions have occurred and, in the future, it is doubtful that any conversions will take place because of the difficulty in making an existing apartment meet Covina condominium standards. Therefore, condominium conversions are not seen as a major concern. The latter point refers to government sponsored lower income apartment complexes that are deemed "at risk" of losing their below market rental restrictions because of either the termination of a rental subsidy contract or the prepayment of a reduced interest rate mortgage. Although Covina has a few lower income apartments, currently only one complex is considered potentially "at risk." This pertains to 44 of the 216 dwelling

units at the Shadow Hills rental complex at 1400 North Grand Avenue, which, in accordance with an agreement between the Redevelopment Agency and project developer (Multiple-Family Housing Revenue Bond program) were to be reserved for lower income residents. Existing terms of the Bond program permit market rate conversion of the 44 units in 1997. Because the property currently is in receivership, it is not known what company will ultimately control the complex and/or whether the rent restrictions will be terminated. The City and Redevelopment Agency will monitor the situation and make a reasonable attempt to ensure below market rent continuation after 1997 by, for example, seeking an alternative subsidy source.

An important aspect of the housing element pertains to listing and analyzing housing needs, which generally is comprised of two components: 1) needs that must be addressed according to the Southern California Association of Governments (SCAG) and 2) special, unique needs identified by the local jurisdiction through its own citizen participation and research activities. SCAG's housing needs are documented in the Regional Housing Needs Assessment (RHNA), and they are referred to as "existing" and "future" needs. The existing needs are the numbers of lower income owners and renters (i.e., with incomes under 80% of the County median household income) that pay more than 30% of their monthly gross income on housing (30% is the common Federal affordability standard). A community is supposed to address its existing housing needs through various programs. The numbers of "Covina existing needs" or needy owner and renter households are, respectively, 668 and 1,951. Currently, 607 renter households in Covina receive financial assistance through various Federal and City programs, though of that number, only 88 households (14.5 of total) have been added since 1988, when the above RHNA numbers were presented. This means that the current extent of subsidy programs does not meet the RHNA "existing" needs. There are no "mortgage subsidies," however.

Future housing needs, on the other hand, mean the number of dwelling units that should be added to a locality's housing stock during the five-year RHNA/housing element process, according to SCAG, to accommodate population growth, to meet vacancy rate goals, and to compensate for anticipated demolitions. In order for the needs of all economic segments to be addressed, the housing unit "target" is broken down according to the standard four income groups, very low income (up to 50% of the County median family income), low income (51 - 80%), moderate income (81 - 120%), and upper income (over 120%). The intent here is to ensure that a community plans for or attempts to accommodate a variety of dwelling units--in other words, new housing that theoretically would be affordable to persons of all income levels. A new unit's rent or mortgage determines to which income group the unit is assigned. Covina's RHNA-assigned future housing needs are: very low income, 150; low, 191; moderate, 173; and upper, 462. Unfortunately, by the end of the current five-year RHNA process (June 1994), because of physical constraints, a lack of private sector construction of affordable and market rate housing, City funding limitations, and the current national economic downturn, the City will not be able to reach these targets. However, State housing element law states that where "needs exceed resources," the local government may accept housing numbers that are lower than the RHNA targets as long as its figures (or "quantified construction objectives") constitute what the local government believes are its maximum possible numbers of dwellings that could be accommodated. But to legally use the lower-than-SCAG targets, the City or County must identify local sites where, at least theoretically, the local government could construct quantities of dwelling units equating to the differences between SCAG's targets and the City's quantified objectives. The Housing Study fulfilled this requirement by, first, identifying and studying the dwelling unit development potentials of properties that can most readily accommodate new and intensified housing, second, setting realistic construction targets in response to the documented difficult housing needs categories, and, third, acknowledging the City's intention to establish adequate Zoning and appropriate programs so that the housing targets could be realized. The identification of various potential housing sites also will serve as a framework for making housing development decisions. Although the City was initially not able to fulfill all of its existing and future RHNA needs, many lower income households have been provided housing assistance through Covina and Federal-administered housing programs. These efforts will be bolstered in revised Housing Element implementation.

As previously mentioned, aside from addressing SCAG's housing needs, a community must also identify its own needy groups and economic segments. Through various citizen participation measures, which included questionnaires, public forums, a cable television commercial, general plan update flyers, press releases, and articles in various newspapers and City publications, and through extensive City Planning Division analysis of various data and meetings/discussions with the City Council, Planning Commission, Housing Advisory Committee, and other

City employees, the Planning staff determined that the following constitute Covina's major local housing needs:

- 1) Very low-income small families, particularly those headed by single-parent households, overpaying for housing.
- 2) Very low income senior households overpaying for housing,
- 3) Very low income large families overpaying for housing,
- 4) Lower, particularly, very low income, owners of single-family homes in need of rehabilitation assistance,
- 5) Young, first-time home buyers,
- 6) Very low income handicapped persons, particularly seniors, overpaying for housing, and
- 7) Aging, deteriorating apartments in need of rehabilitation. (Although not a "human need," this item is nevertheless included here because of its importance.)

In addition to assisting in identifying local housing needs and issues, the citizen participation process provided the Planning Division with a wealth of housing-related information, data, and comments that were considered in drafting the revised Housing Element. Planning was told such things as "maintain the current residential land use distribution," "better address lower income housing needs, particularly for seniors," "maintain code enforcement activities and promote private property maintenance as much as possible," "maintain a moderate amount of future development, (or development that Covina can accommodate considering its existing situation and constraints)," "maintain high quality development and carefully review any reductions in building standards and design guidelines," and "develop new viable housing programs, such as granny flat, density bonus, and deteriorating apartment purchase."

In the housing element update process, cities also are required to examine local homelessness, a serious social and housing problem in many portions of Los Angeles County that has increased dramatically since the early 1980s primarily because of rising poverty and a lack of sufficient low cost housing and, to a lesser extent, inadequate funding for public assistance programs. The proliferation of homelessness has posed a major challenge for many communities, though in Covina the problem has not been identified as widespread. Based on Planning Division research and observations, there are about ten persons in Covina at any one time without permanent shelter, and they generally congregate in the downtown and in various parks. However, it is believed that many of the City's "street people" are not permanent but transient residents, passing through to other communities. To address State housing element law pertaining to homelessness, Covina will study the matter in greater detail and amend its Zoning Ordinance to permit homeless-serving facilities in appropriate areas. Another noteworthy, often needy group that warrants evaluation in this process pertains to the disabled. The 1990 Census identified 1,972 persons over 15 years of age with some type of mobility or self-care limitation, 800 of whom were 65 or older. Although not a major housing-related problem, disabled, lower income seniors, both owners and renters, are deemed a "housing needs" group. It is not known, however, what percentage of Covina's handicapped seniors reside in nursing homes.

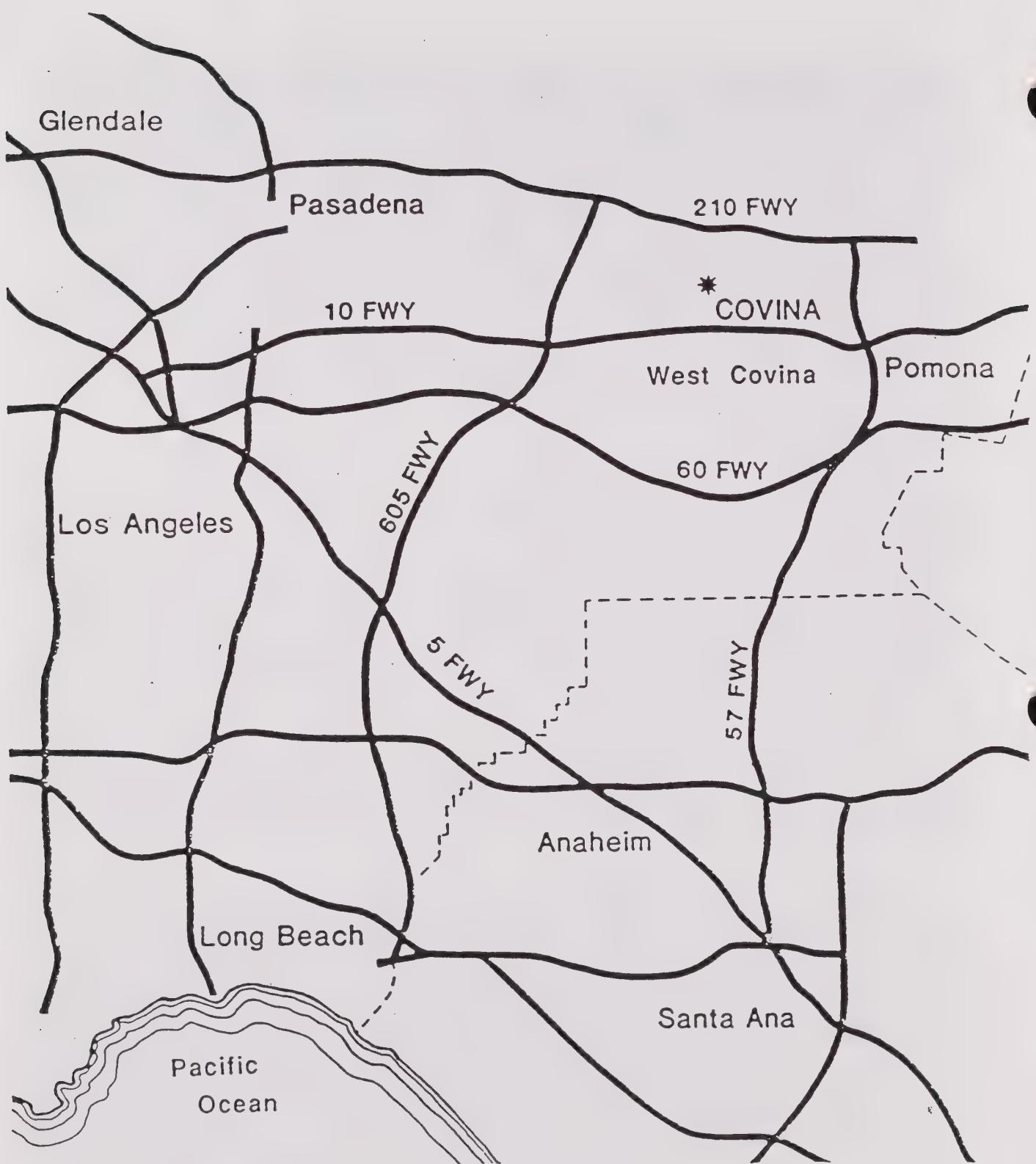
Moreover, local governments must analyze their existing housing elements, particularly the extent and effectiveness of goal, objective, policy, and program implementation. Because the present Covina Housing Element was adopted in 1984, because many of the goals, objectives, and policies have not been followed, and because the document generally is outmoded regarding content and organization, a detailed Element analysis would not be useful or meaningful and therefore is not performed. Rather, the City has presented and evaluated its housing programs, some of which were enacted after 1984. It is believed that this approach fulfills the intent of the applicable State statute because programs constitute the best indicator of Covina's overall housing efforts.

The City's primary housing programs are rent subsidy, rehabilitation, code enforcement, and developer assistance measures, and they generally have been administered by the Covina Redevelopment Agency (CRA) and City

Community Development Department. Through the rent subsidy effort, 87 very low income households have been assisted, 68 of which are seniors. The property rehabilitation program provides financial assistance to lower income owner-occupants of single-family detached houses for minor repairs. Each year, approximately 30 households have been assisted. Also, the code enforcement program seeks to abate major residential structural and property maintenance problems/code violations, which rose dramatically during the '80s as a result of an aging housing stock, a rising incidence of absentee owners and a general increasing disregard for property upkeep, changing social and economic conditions, and other factors. Concerning developer assistance measures, in two cases in the mid-'80s, the City provided builder financial assistance to construct 1) a lower income 140-unit senior citizen apartment complex and 2) a market rate 216-unit apartment with 44 of the dwellings (20% of total) reserved for lower income households. In addition, the City's Planned Community Development (PCD) process, an overlay zone applied to all types of residential developments on a project-by-project basis that allows for modifications in development standards if certain conditions are met, essentially is another program that has been utilized many times. Lastly, Federal "Section 8" rental assistance has provided subsidies to 252 lower income Covina households. All of the above and other Covina housing programs have aimed to facilitate the construction of housing for all economic segments, maintain existing affordable housing opportunities, and preserve the local affordable housing stock, which are consistent with State housing policy.

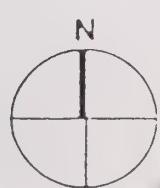
In evaluating Covina's housing programs, the chief finding was that generally they operate well and could be enhanced through greater funding and/or expanded application. For example, providing more rent subsidies and additional code enforcement actions would, respectively, better meet lower housing needs and better conserve local affordable housing units. Supplemental code enforcement would also give the City added leverage to abate serious property nuisances that adversely affect overall community appearance, image, and vitality. The City places a high emphasis on housing-related code enforcement, and it is likely this effort will be expanded, particularly from an intra-departmental standpoint and possibly by focusing resources on areas with notably high concentrations of identified violations/problems. Moreover, new housing programs will be needed to ensure that all needs are better addressed and that recently enacted State statutes are acknowledged. Some potential or needed housing programs include: 1) permitting second units or granny flats on single-family detached properties; 2) permitting density bonuses along with other development concessions in exchange for lower income housing units; 3) purchasing and rehabilitating major deteriorating apartment complexes; 4) permitting mixed uses in appropriate areas such as in and around the downtown (to provide needed housing while taking advantage of the recently opened commuter train station and current revitalization efforts); 5) developing an informational shared housing program for senior and non-senior households; 6) helping to establish or working with community development corporations (CDC's) or other nonprofit groups in either building or rehabilitating housing; and 7) developing a first-time homebuyer loan program coordinated with a financial institution.

Based on all matters, information, and data/facts presented, the Housing Study concludes with an all-inclusive listing of relevant Covina housing-related issues and what the State calls opportunities (actions or potential actions of the subject community or another governmental entity that could benefit the City implementing the general plan) and assumptions (suppositions regarding various factors and issues during general plan or element implementation). For reasons of clarity and simplicity, the Housing Element's issues, opportunities, and assumptions are presented within a six-topic framework: 1) Housing unit types and amounts and future development activity; 2) Housing location and distribution; 3) Structural, occupancy, and community aesthetic conditions; 4) Housing costs and affordability; 5) Demographic, social, income, economic, and employment characteristics and trends; and 6) Special housing needs. This section has been considered heavily in development of the Housing Element document's goals, objectives, policies, and programs.



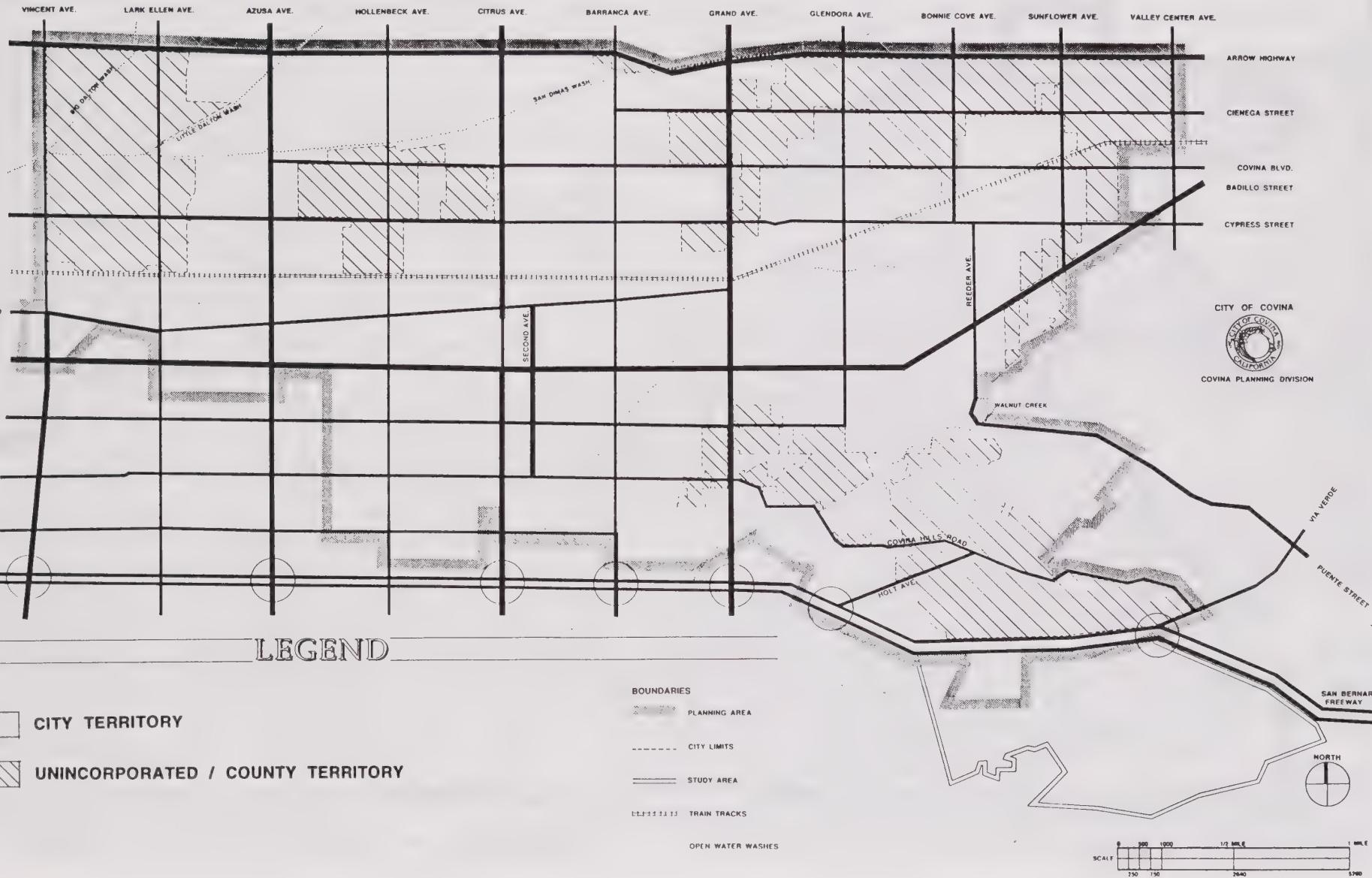
COVINA REGIONAL LOCATION

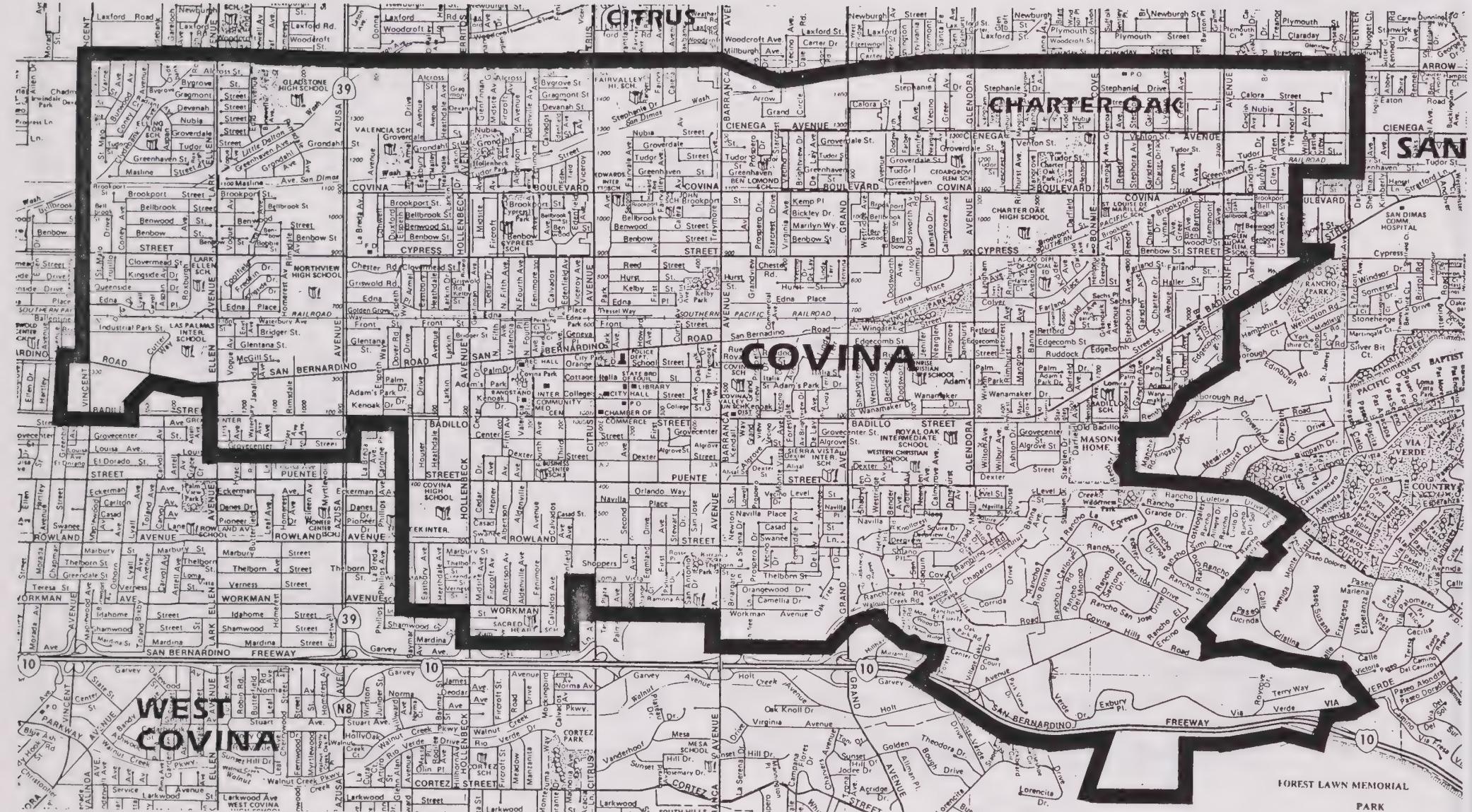
N.T.S.



# COVINA GENERAL PLAN

## DEMARCATION OF CITY AND UNINCORPORATED TERRITORIES, 1992





PLANNING AREA BOUNDARY

CITY LIMITS

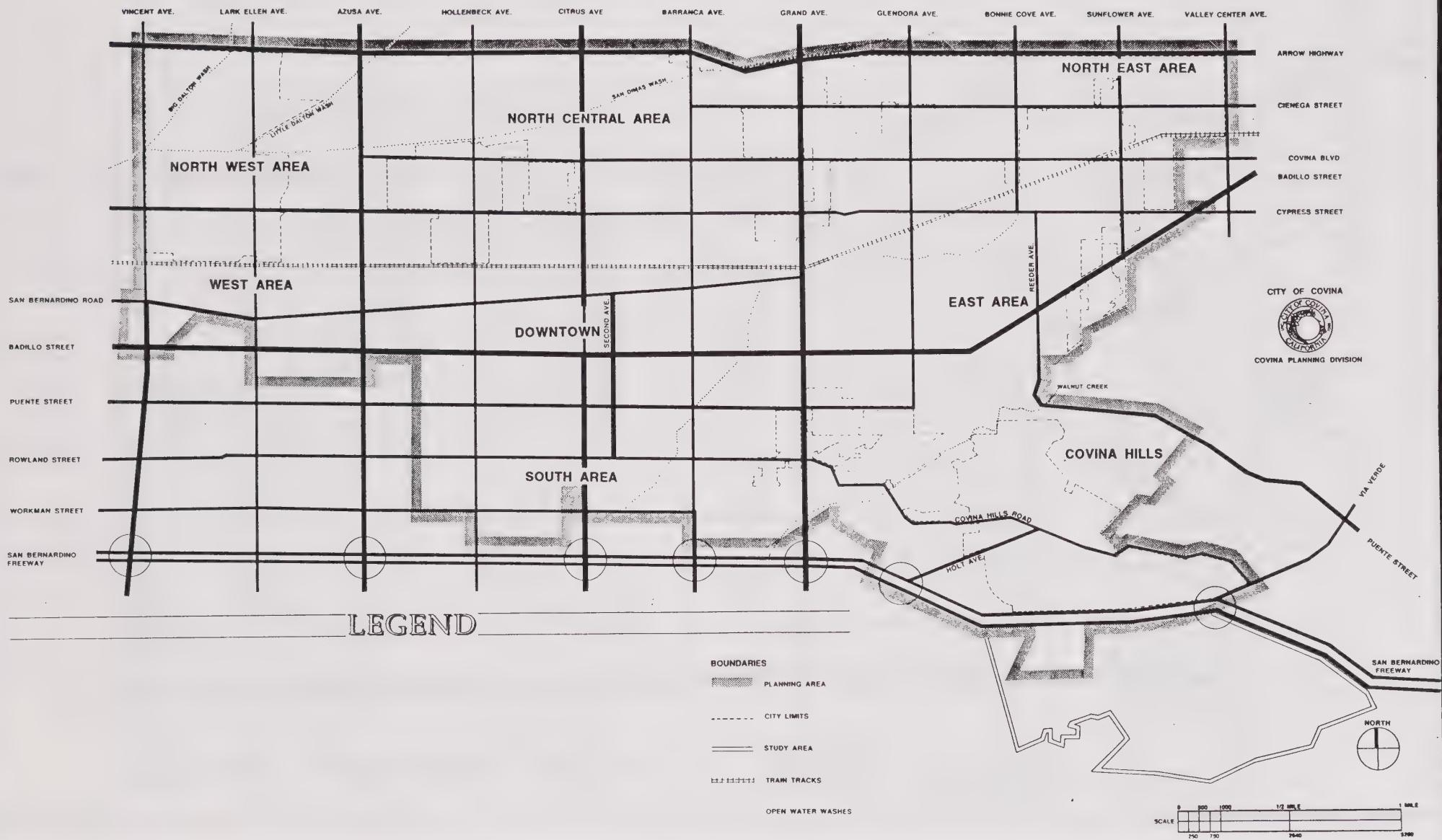
### COVINA PLANNING AREA AND CITY LIMITS

1992

0 Feet 1000' 2000' 3000' 4000' 5000'  
0 Miles 1mi 2mi 3mi 4mi 5mi  
0 Kilometers 50km 100km 150km 200km 250km

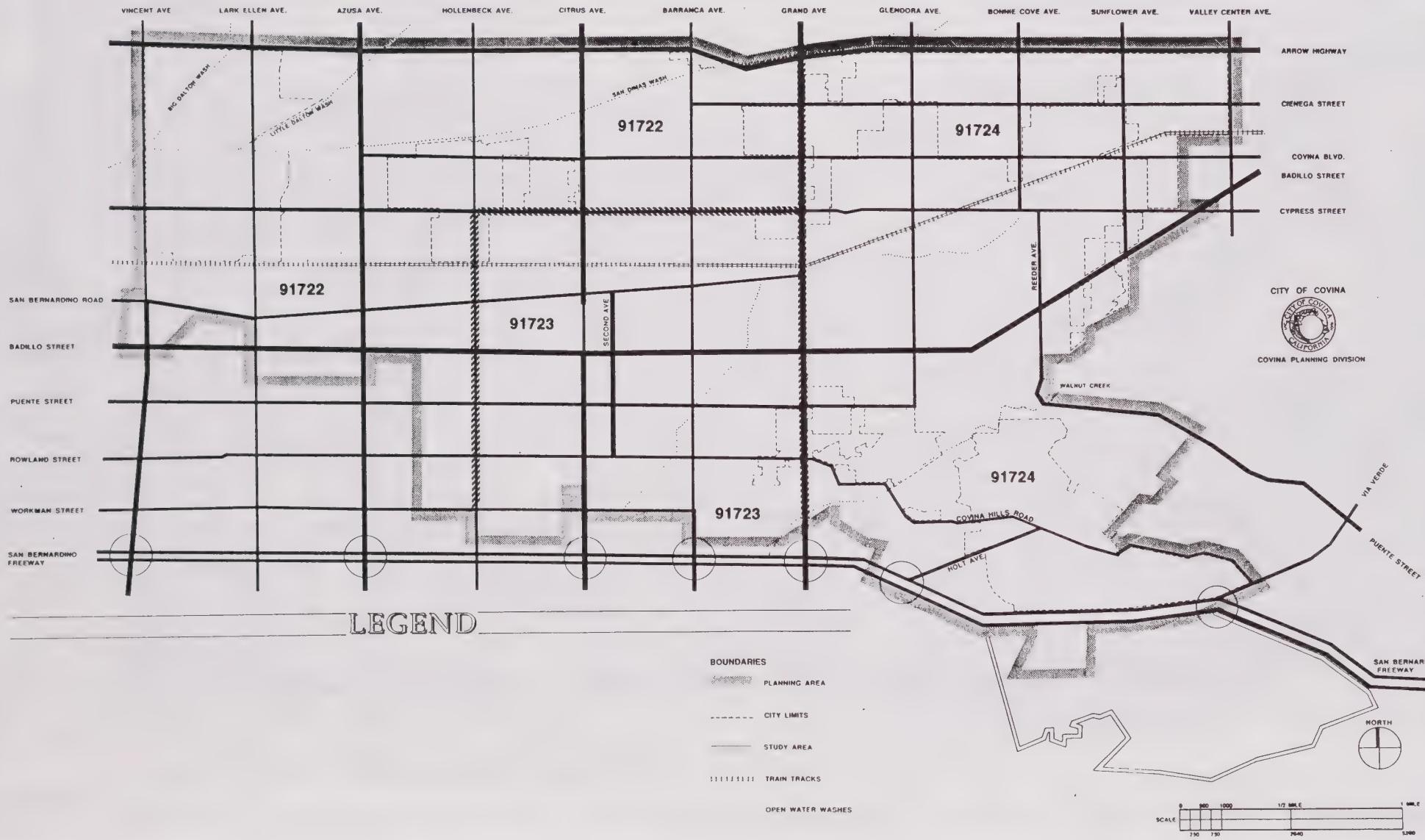
N  
MAP 3

# COVINA GENERAL PLAN DISTRICTS



# COVINA GENERAL PLAN

## COVINA PLANNING AREA AND CITY LIMITS BY ZIP CODE



### LEGEND

#### BOUNDARIES

DOTTED LINE PLANNING AREA

DASHED LINE CITY LIMITS

SOLID LINE STUDY AREA

DOTTED LINE TRAIN TRACKS

OPEN WATER WASHES

SCALE  
0 500 1000 1/2 MILE  
750 750 750 750  
1 MILE  
2500 2500 2500 2500

## **A. BACKGROUND INFORMATION**

### **1. Purpose of Study**

The purpose of the Housing Study is to present and analyze various housing-related information and to evaluate Covina's existing housing programs to establish a framework for the City's revised Housing Element. The housing element, another of the seven mandatory general plan chapters, primarily serves as the plan and process by which a local government addresses State and regional housing statutes, goals, and policies and addresses and meets its special, unique housing needs. The heart of the element is a section containing programs that detail strategies for meeting the identified existing and future housing needs, for developing housing, for maintaining, preserving, and improving the housing stock, and for implementing related objectives and policies.

Much of the content and organization of this Study is based on the advisory State General Plan Guidelines and is believed to best address new housing element statutes. The information generally pertains to housing structure, household, population, employment, and socio-economic characteristics and trends and "needs" analyses. In addition, there are discussions of housing development constraints, existing housing programs, identified local housing issues/concerns, and future residential development activity. The facts and figures included here have been obtained by the Covina Planning staff, the General Plan author, through its Land Use and Housing Inventory and from the U.S. Census Bureau, the State Department of Finance (DOF), the Southern California Association of Governments (SCAG), and various other agencies. It should be noted that, because of the nature of most housing element required analyses, this study focuses on the City/incorporated portion of the Planning Area (7 of the 10 square miles), except where data for the unincorporated territory is available and readily presentable. (See Map 2 for City and County boundaries.)

This Housing Study, then, serves as the information/data and needs identification base for the Housing Element document, a companion volume that focuses on goals, objectives, policies, and programs. Thus, the Covina Housing Element is comprised of two documents.

### **2. Theory/Function of Housing in Planning Process**

Housing first can be thought of as a basic human necessity. People of course depend on dwelling units for shelter and security, for their physical and mental well-being, for establishing a sense of belonging, and for making social contacts. However, in order for these general needs to be fulfilled, housing, among other things, must be available, must meet basic habitability standards and, for many households, must be affordable. Therefore, two key State housing policies direct local governments to make a reasonable effort to attain "decent housing and a suitable living environment for every California family" and to "facilitate the improvement and development of housing to make adequate provision for the housing needs of all economic segments."

In the general plan housing element process, the State ensures that cities and counties consider their present and future housing construction potential, availability, affordability, and structural adequacy to accommodate increases in population and employment and changes in demographics and to support and, where possible, enhance local economic vitality and social stability. In other words, the housing element, as stated in the preceding section, primarily serves as both the plan and process by which a local government addresses State as well regional housing statutes, goals, and policies and addresses and meets its special, unique housing needs. Moreover, the element functions as the framework for a city's overall housing programs/strategies and as a basis for making both short- and long-term decisions on housing-related matters.

The need for a good local housing strategy or housing element has never been greater than today when, according to 1990 Census figures, statewide median mortgage payments and rents rose, respectively, by 162% and 119% over the previous decade while median household incomes increased by only 96%. In Los

Angeles County, household incomes rose by 99% while mortgages rose by 184% and rents increased by 126%. These same trends have occurred in Covina. This means that households or families are spending greater proportions of their incomes on housing, a problem that is most burdensome on lower income residents and seniors with fixed incomes, who have fewer housing choices. Aside from affordability, other key challenges facing maturing suburban communities like Covina are an aging housing stock that warrants increasing maintenance, preservation, and improvement and changing demographic, economic, and social structures.

Moreover, because in most suburban cities residential developments are the predominant land use, communities understandably are concerned with the distribution of various dwelling unit types, the design of buildings, and the fiscal impacts of housing. All of these factors directly or indirectly relate back to the housing element. From a city's standpoint, then, the element is important not only to ensure that dwellings are available, structurally adequate, and, to the greatest degree possible, affordable but to guarantee that the overall condition of the residential structures would maintain community appearance, image, character, and economic viability as well.

The housing element generally is comprised of three sections:

- 1) an identification and assessment of housing resources, social and economic characteristics, needs, and constraints;
- 2) a statement of goals, objectives, and policies; and
- 3) a program for implementing the goals, objectives, and policies and for addressing identified housing needs and deficiencies.

The identified housing needs refer both to 1) groups that a city has determined to be particularly needy such as seniors or lower income small families and 2) economic segments identified in the Southern California Association of Government's (SCAG's) Regional Housing Needs Assessment (RHNA). The RHNA, which is intended to implement various State housing statutes and policies, lists what SCAG determines as cities' existing and future housing needs, both of which are supposed to be considered in the local housing element. "Existing housing needs" refers to the number of lower income households (those earning less than 80% of the County median, adjusted for household size) paying high percentages of their gross income towards housing (more than 30%). These households typically make up the greatest unmet need group. "Future housing needs" mean the number of new housing units for different income levels that would have to be added to the jurisdiction's housing stock to accommodate household growth, compensate for demolitions, and achieve a particular vacancy rate that will allow the area housing market to theoretically operate efficiently. Although State planning law requires a community to make a reasonable effort to accommodate the additional housing or plan for it by identifying sites, the law clearly states that when faced with physical or other constraints a city need only meet the maximum number of units that can be provided.

Thus, the RHNA numbers must be incorporated into the local housing element and, along with other needs analyses, they serve as the basis for housing programs. State statutes and guidelines place a major emphasis on programs because, more than any other part of a housing element, they serve to resolve unmet needs and deficiencies. The program emphasis is the reason why, for example, much of the Covina Housing Element update's meetings and discussions, which are discussed in Section "J" below, have centered on potential new proposals/measures relating to the redevelopment agency's low and moderate income housing program and why existing and new housing proposals probably will be the focus of the Housing Element public hearings. But for programs to be suitable for and viable to a community, they must be developed upon a foundation of an accurate identification of issues and a thorough analysis of housing-related data, which is the primary function of the Study. These processes are used to develop realistic goals, objectives, policies, and programs, which, as stated above, are presented in the second

volume, the Housing Element document.

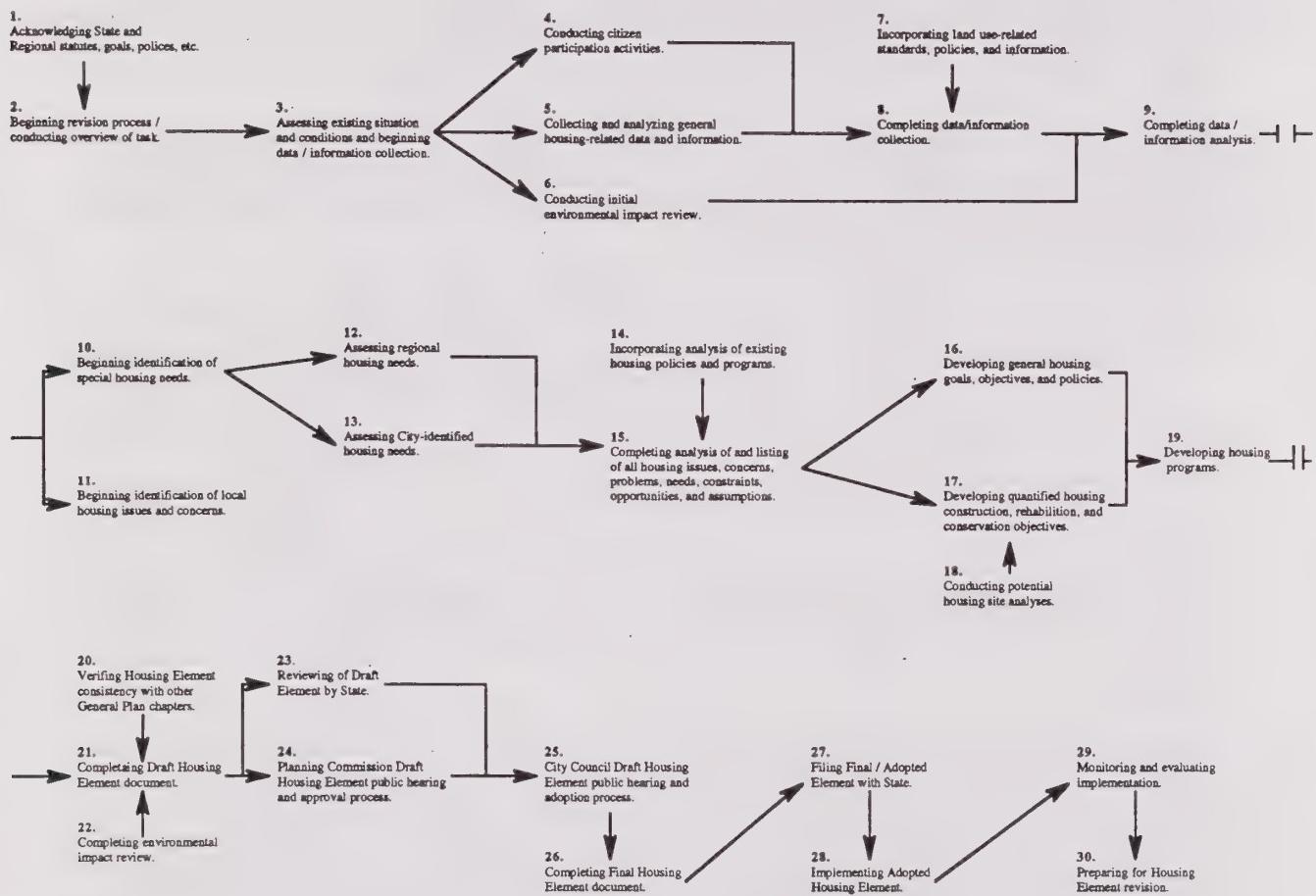
In accordance with State law, the overall Housing Element and subordinate RHNA processes generally operate on a 5-year timeframe, the current one running from July 1989 to June 1994. However, in October 1993, the Governor signed a bill extending this period by two years, meaning that the City need not adopt its next Housing Element revision until July 1996. The bill was signed in response to a previous legislative cut in funding for start-up of the next RHNA and gives cities additional time to, for example, evaluate administrative activities and policy directives and to implement any underutilized or dormant programs. So while this Element's RHNA runs through June 1994, the overall Element's planning period now expires two years afterward. In accordance with the intent of the subject bill, the City proposes to address any outstanding needs and/or underutilized programs during the "gap" period as well as to continue fulfilling all housing element responsibilities.

The housing element technically is based on the land use element, which establishes the overall land use pattern, residential densities, and land use policies. In fact, the procedure for preparing a housing element--the identifying of resources, issues, and constraints; of formulating general goals; and eventually selecting the one best plan--is similar to that for land use and all other elements. Only the focus here, of course, is different. According to State planning and redevelopment laws, Covina must now update its Housing Element to comply with new statutes and policies, to address the housing needs identified in the RHNA, and to properly expend housing funds generated through redevelopment agency activities, the monies of which, as indicated above, now support most of Covina's housing programs. Redevelopment law states that at least 20% of all property tax-related monies generated from local redevelopment activities must be set aside to improve the community's supply of low and moderate income housing. Covina currently has rent subsidy and structural rehabilitation programs. Without a valid, up-to-date housing element, which, as stated above, serves as the foundation for these and other programs, redevelopment activities could be jeopardized.

It also should be noted that citizen participation is an important aspect of the housing element update process. This means that local governments should elicit the views of all population segments so as to best identify all housing needs. In the Covina General Plan update program, local housing views have been ascertained through public forums, two community questionnaires, a cable TV commercial and interview program, various outreach activities, meetings with the Covina Housing Advisory Committee, periodic meetings with the City Council and Planning Commission, and consultation with various staff members and public agencies. Therefore, the City Planning Division (again, the author of this Study and the Housing Element) believes that the General Plan documents accurately represent all economic segments, City Council, Redevelopment Agency, and Planning Commission views, and overall community sentiment.

Lastly, because of the State's major emphasis on general plan-related housing issues, a draft housing element must be submitted to the State Housing and Community Development Department for review and comment prior to City adoption. Communities are required to consider the Housing Department's comments. If approving an Element that does not meet all RHNA needs or in a format that the Department feels does not meet the intent of State housing law, the community must make findings indicating why it believes the document is sufficient. Also, a final Housing Element must be filed with the Housing Department. Chart 1 on the following page illustrates the Housing Element preparation and approval process in terms of a flowchart:

## CHART 1. HOUSING ELEMENT PREPARATION AND APPROVAL PROCESS



## B. EXISTING HOUSING STOCK AND CONDITIONS

(Note: Regarding Sections "B1, 2, and 3" below, refer to appropriate portions of Land Use Study for information on the general history of development in the community, on land use arrangements, and for a detailed discussion of City, County, and planning area boundaries. Also, Maps 2, 3, and 4 of this Study illustrate the above boundaries and Covina areas/neighborhoods.

### 1. Number of Existing Housing Units and Unit Types

According to the Planning Division's most recently updated Land Use and Housing Inventory, the following dwelling unit counts existed on May 1, 1992:

**TABLE 1. CITY DWELLING UNITS, 1992\***

<u>UNIT TYPE</u>	<u>NUMBER</u>	<u>COMPLEXES</u>	<u>PERCENT</u>	<u>RANK</u>
a. Single-family detached	8,920	-	55.7	1
b. Condominium and townhouse	1,389	38	8.7	3
c. Apartment (all sizes)	5,162	515	32.2	2
d. Mobile home	513	5	3.2	4
e. Second unit	<u>36</u>	<u>-</u>	<u>.2</u>	5
	16,020	558	100.0	

f. Group home units or beds - 581 at 15 facilities.

\*Note: The 1990 U.S. Census identified 16,110 regular dwelling units. The Planning Division's figures are believed to be accurate and, therefore, shall be the benchmark data for Housing and other General Plan Elements. The difference in figures may be due to the Census Bureau's inclusion of unlawful dwellings, such as garage conversions, in their official count.

**TABLE 2. COUNTY DWELLING UNITS, 1992\***

<u>UNIT TYPE</u>	<u>NUMBER</u>	<u>COMPLEXES</u>	<u>PERCENT</u>	<u>RANK</u>
a. Single-family detached	4,762	-	76.7	1
b. Condominium and townhouse	405	9	6.5	3
c. Apartment (all sizes)	716	16	11.5	2
d. Mobile home	317	3	5.1	4
e. Second unit	<u>10</u>	<u>-</u>	<u>.2</u>	5
	6,210	28	100.0	

f. Group home units or beds - 107 at 7 facilities.

**TABLE 3. TOTAL PLANNING AREA DWELLING UNITS, 1992**

<u>UNIT TYPE</u>	<u>NUMBER</u>	<u>COMPLEXES</u>	<u>PERCENT</u>	<u>RANK</u>
a. Single-family detached	13,682	-	61.6	1
b. Condominium and townhouse	1,794	47	8.1	3
c. Apartment (all sizes)	5,878	531	26.4	2
d. Mobile home	830	8	3.7	4
e. Second unit	<u>46</u>	<u>-</u>	<u>.2</u>	5
	22,230	586	100.0	

f. Group home units or beds - 687 at 22 facilities.

\*Note: County unit counts (pertaining to Covina Unincorporated islands) are included for informational purposes but not discussed in detail below because the City is not required to develop programs for the County areas and because much of the Census data for the Unincorporated areas in question (block level figures) are not available as of this writing.

#### a. City territory analysis

The City's housing stock, as shown in Table 1 above, is well diversified. Although single-family detached residences constitute 55.7% of the dwelling unit total, over 44% of the housing stock is comprised of apartments, condominiums/townhouses, and mobile homes. And apartments, it should be noted, make up 32.2% of the 44% figure. In other words, approximately one-third of the City's housing stock is comprised of rental-oriented properties.

Covina's amount of housing has increased considerably over the years. Table 4 below illustrates decade to decade growth since 1940, the first Census in which this data was tabulated. Housing unit increases are based on two factors: 1) new development and 2) existing buildings from County annexations. For example, 1,850 of the 3,406 dwellings added between 1980 and 1992 (a little over 54% of the total) were from a major 1980 annexation that was not initially computed in the Census figures, a fact identified in a 1982 Southern California Association of Governments report. (The Census does not differentiate the factors behind decennial changes in local housing counts.) In Table 4, when comparing housing increases between any period, because there is no means to determine what percentages of the change are attributable to development and to annexations, the Planning Division, for simplicity, refers to the increase as a single "general growth/change" factor. This same approach is taken in discussing other housing-related issues below such as population and employment.

**TABLE 4. COVINA HOUSING GROWTH**

<u>YEAR</u>	<u>SINGLE FAMILY DETACHED UNITS</u>	<u>ALL OTHER UNITS</u>	<u>TOTAL UNITS</u>	<u>% INCREASE OVER PREVIOUS DECADE</u>
1940	864	296	1,160	-
1950	1,175	446	1,621	39.7
1960	5,589	1,026	6,615	308.1
1970	6,778	3,016	9,794	48.1
1980	7,875	4,739	12,614	28.8
1992	8,920	7,100	16,020	27.0

Table 4 underscores the tremendous growth that occurred during the '50s and '60s post war building boom. By current standards, a little over one-half of Covina's total dwelling units were added during this period.

Table 5 below illustrates how Covina's current percentage of non-single family detached housing (again, apartments, condominiums, townhouses, and mobile homes) compares to surrounding cities. Accompanying population figures also are shown. Data used for the other cities is the 1990 Census. (Unlike Tables 1 through 3, it was not possible here to distinguish apartments from condominiums/townhouses because, in terms of dwelling unit types, the Census classifies rentals together with condominiums/townhouses.)

**TABLE 5. PERCENTAGE OF NON-SINGLE FAMILY DETACHED UNITS FOR COVINA AND SELECTED EAST SAN GABRIEL VALLEY CITIES, 1990**

<u>CITY</u>	<u>POPULATION</u>	% APARTMENTS, CONDOS & TOWN- <u>HOMES ONLY</u>	% APARTMENTS, CONDOS, T.H.s, & MOBILE HOMES
Azusa	41,333	53.0	59.0
Baldwin Park	69,330	28.9	32.9
Claremont	32,503	25.0	26.0
COVINA	43,207	40.9	44.1
Diamond Bar	53,672	26.5	29.5
Duarte	20,688	35.1	39.4
Glendora	47,828	20.0	25.7
La Puente	36,955	31.4	33.2
La Verne	30,897	20.0	36.7
Pomona	131,723	34.2	40.2
San Dimas	32,397	28.8	37.9
Walnut	29,105	3.3	6.1
West Covina	<u>96,086</u>	<u>33.6</u>	<u>35.5</u>
Average	51,210	29.3	34.3

The above table underscores Covina's relatively high percentage of non-single-family detached housing or the fact that there are a variety of housing opportunities in the community. Of the twelve cities surveyed, Covina ranks second for both categories. Only Azusa has higher percentages. Covina's housing type mix has evolved over the years as a result of 1) many Planning Commission and City Council/Redevelopment Agency land use decisions that approved apartments and condominiums/townhouses; 2) annexation of apartment projects approved under Los Angeles County development rules; and 3) an existing General Plan that permitted and encouraged higher density developments in various areas.

City staff believe that the abundance of non-single-family detached housing should be considered, along with other factors, when responding to SCAG's RHNA figures. However, the situation does not point to any need for taking drastic measures such as severely limiting future apartment, condominium, or other developments. As shall be explained in Section "Da," regardless of the current dwelling unit mix, Covina is required to designate a reasonable number of sites for future multi-family development and, as mentioned in the Introduction, to attempt to provide for the housing needs of all economic segments.

Referring back to Covina's percentage breakdown of dwelling units (Table 1), it was noted that single-family detached units constitute 55.7% of the total. Typical Covina houses consist of 1950s through 1970s era 1,300 to 1,800 square foot ranch-style houses on 6,500 to 8,000 square foot lots. House and lot sizes in the hilly, southeastern part of the City (i.e., generally south of Puente and east of Grand) usually are a little larger. Single-family densities, then, for most parts of Covina range from 4 to 6 dwelling units per acre. Toward the southeast, there are several oak tree covered hillside neighborhoods with densities in the 1 to 3 range. However, since the '80s, because of rising land values, decreasing amounts of vacant land, and other factors described below, several "small lot" subdivisions, with lot sizes around 3,500 to 5,000 square feet, have been developed in various portions of the community. Such projects must be carefully reviewed to ensure viability.

Apartments, again, constitute almost one-third of the total. In the Study, apartments are classified as rental-oriented housing of all sizes--or everything from duplexes to multiple-family complexes with hundreds of units/apartments. However, most apartments are in the 3 to 50 unit range. Densities commonly run from 15 to 30 dwelling units per acre, though there are a few '60s and '70s era complexes over 33 and up to 40. Virtually all apartments in Covina are one and two story structures. Multiple-family areas and neighborhoods tend to reflect a "medium" density character.

Covina's condominium and townhouse complexes range in size from 3 to 108 units, though most complexes are in the 20 to 50 grouping and are two stories in height. Virtually all condominium and townhouse densities are between 11 and 15 units per acre. Therefore, the character of such developments is strictly medium density.

In addition, Covina's 5 mobile home parks (513 total dwellings) vary in size from 20 to 252 coaches, though 3 of the 5 have over 100 units. Most densities, then, are from 10 to 17 units per acre.

The City's 36 "second units" refer to 32 additional habitable dwellings on single-family lots and 4 units that are part of commercial developments. It is not known how many of these units are illegal and how many are nonconforming. Again, only staff-identified units are noted here. The actual number of illegal and nonconforming second units could be in the 100s. Because of various factors that are discussed later in this Study, the incidence of illegal units is believed to have increased in recent years and is likely to rise even more, therefore warranting City attention. Lastly, the 15 noted group home complexes are comprised of 5 nursing homes, 3 major/large group homes, and 7 small group homes.

**b. County territory analysis**

The unincorporated County or Sphere of Influence's housing stock is less diversified than that for the City in that almost 77% is comprised of single-family residences. The type and size of lots and homes are similar to City properties, and lot sizes also are often bigger in the hilly southeastern area. Thus, densities in the flat areas typically are 4-6 units per acre and around 0-3 units per acre in Covina Hills.

The County's 9 condominium and townhouse complexes range in size from 11 to 139 units. Densities vary from just over 9 to 31 units per acre, though most are between 16 and 22. Moreover, there are 16 apartment complexes, which vary from duplexes to 232 unit facilities, though most range from 10 to 100, and densities commonly are in the 15 to 30 segment. The character of these uses is similar to that in the City, but in some situations County densities are slightly higher.

In addition, there are 3 mobile home parks in the County with between 49 and 166 coaches; densities vary from 12 to around 24 units per acre. Lastly, Planning's Land Use Inventory identified 10 additional units on single-family detached lots. And the seven group home facilities are comprised of 1 major/large facility and 6 small group home places.

**2. Location and Distribution of Unit Types**

**a. City territory analysis**

Despite its abundance of non-single family detached housing types, Covina's overall prevailing character is low to medium density. Detached housing pervades in all areas of the City and generally fronts on local or collector streets, as opposed to the major avenues and boulevards. As stated in the preceding section, lot and house sizes typically are bigger in the southeast portion of the planning area. The single-family attached (again, condominium and townhouse) and apartment complexes generally are located in and around the downtown and in various areas such as the vicinity of Sunflower Avenue and Cienega Street and Covina Boulevard and Conwell Street and along stretches of San Bernardino Road. As stated in the previous section, virtually all apartments and condos/townhouses are one and two stories in height. Varying densities are not common to particular neighborhoods. Some condominiums/townhouses and/or apartments are located in areas with little or no linkages to similar developments, a matter that is addressed in the revised Land Use Plan and in the Housing Element policy and program sections. The five mobile home parks, four of which are located off of major streets, are situated throughout the community. The same description applies to Covina's group home facilities.

As detailed in the background Study of the Land Use Element, Covina is virtually all built-out; its land use network is well established. (However, there will be redevelopment of existing underutilized properties. This point is clarified in Sections "E7" and "F" below.) In the post World War II period, the City grew in a

manner typical of other suburban areas--horizontal separation between residential and non-residential districts. With very few exceptions, therefore, Covina does not have any mixed use arrangements (like multiple-family and commercial). However, the recent opening of a Metrolink Commuter Train station in and the continuing revitalization of the downtown/Town Center make this area particularly suitable for mixed uses. Regional agencies such as SCAG and the Metropolitan Transportation Authority (MTA) and South Coast Air Quality Management District (AQMD) currently advocate medium to high density housing and mixed uses around transportation terminals to reduce traffic congestion, air pollution, lost time and individual driver costs associated with single-occupant commutes. Thus, the City may wish to permit mixed use developments in this district to fulfill these regional environmental objectives as well as to promote additional local downtown vitality and stability. One strategy worthy of consideration, which has been frequently suggested to the City, is an "urban village" concept, whereby persons of all ages, particularly Metrolink-dependent working professionals, would live in attractive, functional multiple-family complexes built above commercial uses.

**b. County territory analysis**

The location and distribution of single-family detached residences is similar to the pattern established in the City. Specifically, this housing type pervades in all areas of the City, typically fronts on local or collector streets and, in the southeastern part of the planning area, is generally comprised of relatively large-size homes on big lots. Also, the condominium, townhouse, and apartment complexes are all situated in the two largest unincorporated areas, the northwest and northeast sections of the planning area. When comparing these developments to similar City buildings, it is apparent that a greater percentage of County structures are "isolated"--or conflict with adjacent land uses. Nevertheless, the prevailing character of the County residential areas, like the City, is low to medium density. Lastly, all three mobile home parks are located in the northeastern area.

**3. Location of Special, Low and Moderate Income Housing Complexes**

Low and moderate income housing is defined here as shelter that can be occupied by a household earning less than 80% of the County median family income, adjusted for household size, whereby the tenants pay no more than 30% of their gross monthly income on rent or mortgage payments (the general Federal affordability standard) and general rental complexes that are particularly suitable for lower income residents. The most current (1992) County median family income is \$42,300. The provision of low and moderate income housing is one of the region's greatest needs, one of city planning's greatest challenges, and serves as a key indicator for evaluating how well Covina's housing needs are being met. (More on this topic is explained later in the Study.)

According to the Planning Division's housing research and analysis, low and moderate income or "affordable" housing in Covina consists of the following:

- a. Mobile home parks (currently there are five in the City, as indicated above).
- b. Various older market rate apartments in and around the downtown and elsewhere.
- c. Specified apartment complexes that have rent restrictions or subsidies imposed as part of government program requirements.
- d. Units in various apartments that have occupant based subsidies.

Listed below in alphabetical order are the "special" apartment complexes or facilities with specific or project-based rent restrictions and their respective program affiliations. (A more detailed discussion on the below mentioned housing programs can be found later in the Program Section of the Study.) Only City buildings are considered here.

- a. **Cienega Garden Apartments, 1908-76 East Cienega Street, 180 units.**  
Cienega Garden is a project-based HUD (Federal Department of Housing and Urban Development) Section 236 complex. Section 236 is a low interest mortgage program in which private owners, in return for the reduced interest rate, must maintain below market rate rents and restrict occupancy to low and moderate income households. Of the 168 units with reduced rental rates, approximately one-half are occupied by seniors and the other half by families.
- b. **Covina Gardens Apartments, 200-04 West Rowland Street, 90 units.**  
Covina Gardens is also privately owned and functions as a project-based Section 8 complex, meaning again that all households participate in the program. Every resident here is a senior citizen.
- c. **Shadow Hills Apartments, 1400-28 North Grand Avenue, 216 units.**  
This privately-owned facility is located in one of the City's Redevelopment areas and was built with Redevelopment assistance (through the Multifamily Housing Revenue Bond Program). As part of the redevelopment agreement, 44 of the units must be reserved for very low and low income families/persons.
- d. **Village Green Apartments, 150-174 East Covina Boulevard, 140 units.**  
Village Green is another privately-owned and Redevelopment-assisted apartment complex. Here, a below-market rate rental structure has been established for each unit, and all units are occupied by lower income senior citizens. On top of the already reduced rate, 61 very low income households (i.e., have incomes no greater than 50% of region) receive additional assistance through the Redevelopment Agency's rent subsidy program. (Again, the program is elaborated on later in Section "I.") Generally, the Agency pays a qualifying recipient the difference between their base rent and 30% of their monthly gross income. Also, 23 Village Green households receive Federal Section 8 assistance. To keep unit rents low, the Redevelopment Agency wrote down the entire land cost for this project.

In addition, 221 households at several other apartments and houses around the community receive the Section 8 assistance. Also, through its Low and Moderate Income Housing Program, the Redevelopment Agency subsidizes 26 very low income families at various residences other than Village Green and the cost for 8 beds at a City shelter for battered women (the Wings facility).

#### 4. **Housing Stock Age and Structure Conditions**

##### a. **General information and facts**

The following table is a Planning Division estimate as to when Covina's identified 16,020 dwelling units were built/completed. The table is based on 1990 U.S. Census data and information on file with the City's Building and Planning Divisions.

**TABLE 6. COVINA STRUCTURE AGES, 1992**

<b>YEAR BUILT</b>	<b>TOTAL UNITS</b>	<b>PERCENT</b>
1990 to 5/92	163	1.0
1980 - 1989	2,240	14.0
1970 - 1979	2,225	13.9
1960 - 1969	4,054	25.3
1950 - 1959	6,340	39.6
1940 - 1949	422	2.6
1939 and before	<u>576</u>	<u>3.6</u>
	16,020	100.0

The data indicates that Covina's housing stock is relatively new (i.e., when compared to housing in other parts of the country), though maturing. Approximately two-thirds of the units were built during the '50s and '60s boom period. In fact, about 40% of Covina's housing went up in the '50s alone.

Housing construction continued in the 1970s and '80s but at lower rates, roughly 14% during both decades, because of decreasing amounts of developable, vacant land. The '70s and '80s also were periods when, for the first time, much of the development was comprised of apartments, townhouses, and condominiums. Besides the decreasing vacant land factor, these housing types proliferated because of rising land values, the growth-oriented, existing 1971 General Plan, changes in City Zoning, and greater City and public acceptance.

In terms of structure conditions, overall Covina's housing stock is sound. This assessment is based on City records and on observations from Covina's Planning and Building and Safety Divisions. However, because Covina's housing is aging and, in certain cases, not receiving adequate maintenance, because the percentage of owner-occupied residences has declined somewhat over the past two decades (from 63% in 1970 to 58% in 1990), and because of decreasing renter property respect and other societal factors, in recent years the incidence of identified structurally deteriorating properties, particularly older detached houses and apartments, has increased noticeably. Private property maintenance problems such as inadequate upkeep of building appearance and grounds have been on the rise too. Another likely factor behind these increasing problems, which are quantified in Table 7 below, is the frequent speculative turnover of rental properties, where in many cases rents will not support necessary maintenance expenses of owners.

In 1991, the above concerns prompted the Covina City Council to direct Community Development Department staff to prepare a series of ordinances pertaining to property maintenance, abatement of real property nuisances, apartment inspection, and real property records inspection. The purposes of the ordinances were to effectively and expeditiously abate property maintenance and structure problems and, therefore, improve overall community safety, image, and appearance and to educate the public on the importance and benefits of maintaining their properties. Moreover, the ordinances have been prepared in a manner that gives the City maximum leverage to achieve City Code compliance/problem abatement (e.g., the ability to fine affected properties owners and to impose liens on affected properties to pay for the abatement of violations). As of early 1993, the City was administering the property maintenance and abatement of real property nuisances ordinances.

Table 7 below illustrates the numbers of City- identified dwelling units deemed either "deteriorating" or "dilapidated." Generally, a deteriorating dwelling refers to cosmetic and/or minor to moderate structural problems, while a dilapidated housing unit means a residence with major structural and/or related problems that make the property unsafe for human occupation. (Refer to Table definitions for clarification.) The sources on which Table 7 is based are 1) information tabulated from the Planning Division's above noted Land Use and Housing Inventory (which generally identified the minor problems) and 2) City Building and Safety Division files and personnel, which generally pointed out the more serious structural deficiencies. It must also be noted that the categories are not mutually exclusive. In other words, a few of the deteriorating properties were subsequently deemed dilapidated.

**TABLE 7. COVINA HOUSING PROBLEM NUMBERS, 1992**

	DETERIORATING (1)	DILAPIDATED (2)
1. Single-family detached	112 homes	35 homes
2. Apartments	14 complexes	10 complexes (150 units)

- (1) "Deteriorating" refers to cosmetic and/or apparent minor to moderate structural problems that were identified by Planning during fieldwork activities. A few of the deteriorating houses and apartments later were identified by City officials as dilapidated.

(2) "Dilapidated" means that a building has major structural, plumbing, electrical, and/or other problems, as identified by the City's Building and Safety Division, that make the property unsafe for human occupation. Dilapidated buildings also are considered "substandard," and they require major work or must be demolished. Regarding the dilapidated apartments, it should be noted that while all units of some complexes have problems, only a portion of the total units in other properties are in some way deficient. Only a handful of the identified dilapidated units required demolition.

Deteriorating and dilapidated structures/units are located in various areas, or, considering all code enforcement cases, the problem generally is not common to particular neighborhoods. Most of the buildings with major deficiencies were built in the '50s and '60s, when Building and Planning Codes were less stringent, and virtually all of the applicable single-family residences are rentals. While some violations have occurred, as previously stated, because of owner and/or tenant neglect, many problems have evolved because the property owners have been too old, weak, and/or poor to abate the deficiencies. Therefore, the City Redevelopment Agency has operated a rehabilitation program that seeks to assist lower income owner-occupants of single family houses, many of which are seniors, with various repairs. Refer to Section "I" for clarification.

Moreover, many code violations pertain to illegal units (e.g., dwellings created out of garages). Because of a combination of rising housing costs with, in some cases, decreasing wages, an influx of more lower income residents, and unscrupulous property owners, the problem has been on the rise in Covina as well as in many areas of southern California. As indicated in Table 1, Planning's Land Use Inventory identified 36 "second units," many of which are known to be illegal. (Some second units are legal/nonconforming, however.) The actual number of illegal dwelling units is not known but could be as high as 200.

The total number of dilapidated units identified in Table 7 (185) equates to 1.2% of the community's housing stock. This low percentage underscores the fact that, as stated above, Covina's housing overall is in fair to good condition. However, from a structural standpoint, Covina's housing stock is at crossroads in that the housing is aging (median year for units built is 1962) and in the future will require much upkeep and maintenance, or current problems will become more pervasive. Therefore, based on the revised Housing Element, the City/Redevelopment Agency should continue and, where possible, expand its code enforcement program to identify and abate as great a number of major housing nuisances and problems as possible. Because of the nature and extent of recent structural and related City Code violations, which, in the aggregate, tend to transcend traditional "planning" and "building and safety" purviews, as part of any expanded housing code enforcement effort, the City should attempt to better coordinate enforcement (and education) activities among several departments/divisions (e.g., including Police and Fire in the process). Also, the City may wish to focus code enforcement resources and efforts in any neighborhoods with notably high concentrations of identified violations/problems. Lastly, referring to the existing rehabilitation program, the City could consider to expand this strategy to cover apartments. (See Section "I" and the Housing Element document for clarification on this matter.)

**b. Units without basic utility services**

According to the Census, virtually all dwelling units have complete plumbing facilities. Only 27 units (.2% of the total), all of which are single-family detached residences, were identified as lacking complete plumbing. Therefore, this is not a major concern. Also, it should be noted, 186 housing units (1.2%) dispose of their sewage through septic tanks or cesspools, not public sewers, and 10 units have resulted to "other means" for meeting sewage disposal needs. This again is not a major planning/housing problem, though in the City Site Plan Review process (e.g., when additions are proposed), the community should continue to require that such deficient properties connect to public sewers.

## **5 .      Summary of Key Facts**

- a. As of May 1992, Covina had 16,020 total dwelling units. Between 1980 and 1990, the number of dwellings rose by 26.2%.
- b. The City has a variety of dwelling unit types (only 55.7% of units are comprised of conventional "tract" housing), including apartments, condominiums/townhouses, and mobile homes.
- c. Compared to surrounding communities, Covina's percentage "non-tract" housing (44.1%), or apartments, condominiums/townhouses, and mobile homes, is relatively high.
- d. The County housing stock is less diversified than that for the City in that 76.7% of the units are detached houses.
- e. About one-third of the City's dwelling units are apartments.
- f. For the entire Covina area, single-family detached housing pervades in all sections and generally fronts on local or collector streets, whereas the apartments, condominiums/townhouses, and mobile homes generally are located in and around the downtown, in various pockets, and, in some cases, in isolated properties. Typical Covina houses consist of 1950s through 1970s era 1,300 to 1,800 square-foot ranch-style houses on 6,500 to 8,000 square-foot lots. But since the '80s, because of rising land values and other factors, single-family lot sizes have often been smaller, in the 3,500 to 5,000 range.
- g. Although currently residential uses are generally horizontally separated from non-residential uses, the City may wish to adopt a mixed use/"urban village" strategy in the downtown to best exploit the recent opening of the Metrolink commuter train station and current revitalization activities, thus furthering the district's vitality and providing housing.
- h. The County residential land use arrangements tend to be more haphazard than those within the City limits.
- i. Overall, the prevailing character of the Covina area is low to medium density (between 5 and 20 dwelling units per acre).
- j. Covina grew rapidly during the '50s and '60s era Post War building boom. Approximately two-thirds of Covina's housing was built during these decades.
- k. Apartments and condominiums/townhouses first proliferated in the '70s and '80s, primarily because of land use intensification pressures associated with decreasing vacant, developable land and rising land values as well as the old, growth-oriented 1971 General Plan, upzoning activities, and greater City and public acceptance.
- l. The City's various older market rate apartments and 4 below-market rental complexes serve an important affordable housing accommodation function.
- m. Although Covina's housing stock overall is structurally sound, because of several factors, such as the general aging of the housing combined with inadequate maintenance, a declining number of owner-occupied residences, and decreasing renter property respect, in recent years the incidence of identified structural and property maintenance problems, particularly regarding older detached houses and apartments, has increased noticeably.
- n. Illegally constructed dwelling units are on the rise too, the problem generally being a manifestation of socio-economic factors, rising poverty, and unscrupulous property owners.

- o. Covina's deteriorated housing (112 homes and 14 apartment complexes) and dilapidated dwellings (20 homes and 150 units at 10 complexes) generally pervades in all parts of the community. The City has been able to abate many problems through an effective code enforcement process without resulting to demolition. The 185 identified dilapidated units, those with the most serious structural problems, equate to only 1.2% of the total housing stock, though this unfortunate condition could become much more pervasive.
- p. From a communitywide standpoint, the structural and aesthetic integrity of Covina's housing is at a crossroads in that current building structure and property maintenance problems will be exacerbated in the future unless present City programmatic and other efforts, which focus on property owner/resident education as well as nuisance abatement, continue. Moreover, it appears in the City's best interest to expand the scope of its current code enforcement activities to abate as great a number of major housing nuisances and problems as possible, particularly from an effective intra-departmental standpoint.
- q. Virtually all Covina dwellings have basic water and public sewer connections.

## C. VITAL COMMUNITY CHARACTERISTICS AND TRENDS

This section presents and discusses figures, characteristics, and trends pertaining to the following Covina-related topics: population, households, employment, income, poverty, housing prices and costs, household economic statutes and housing overpayment, and educational achievement. The below facts and related information serve both to define Covina's character and to identify its housing needs and situation, which are important in shaping viable General Plan housing goals, objectives, policies, and programs. Unless otherwise indicated, the data or tables are based on the 1990 U.S. Census. A derived measure that is commonly employed by the Census Bureau and frequently used in the tables here is the "median" figure, which simply indicates that half of all numbers in a particular category are higher and half lower than the number in question. A median value often more accurately describes a distribution than the average or mean value because very high and/or very low values can distort the interpretation of data. A median value is usually lower than an average or mean value.

It should be noted that two types of questionnaires are used to collect data for the Census, a 100-percent questionnaire (or "short form") and a sample questionnaire (or "long form"). The short form contains general population and housing questions; the long form is comprised of the short form questions plus more detailed population, housing, income, employment, and other queries. Each household receives one of the two questionnaires. On average, about 5 in every 6 households receives the short form and approximately 1 in 6 households gets the latter.

### 1. Population Figures and Trends

Covina's official total 1990 Census population was 43,207. This figure is comprised of two components: a household population (or persons residing in standard dwelling units), 42,588, and a group quarters population (such as nursing home residents), 619. The latest population count, January 1992, which is based on the State Finance Department's annual report, is 43,442. And the household and group quarters populations are, respectively 42,863 and 579. Thus, the group quarters count is 1.3% of the total. (The reason this number is lower than the '90 estimation may be due to a Census overcount.)

Covina's 1990 population constitutes, respectively, 5.0% of the population of the East San Gabriel Valley (860,373), 2.6% of the entire San Gabriel Valley count (1,650,633), and 0.5% of the population of Los Angeles County (8,863,164). The following table illustrates Covina population increases over the last several decades:

TABLE 8. COVINA POPULATION GROWTH

<u>YEAR</u>	<u>POPULATION</u>	<u>% INCREASE OVER PREVIOUS DECADE</u>
1930	2,774	38.8
1940	3,049	9.9
1950	3,956	29.7
1960	20,124	408.7
1970	30,380	51.0
1980	33,751	11.1
1990	43,207	28.0
1992	43,442	(28.7 from 1980)

As stated in the Land Use Study, Covina was founded as and remained primarily a citrus growing and farming community until after World War II. The tremendous population surge or urbanization that took place in the 1950s occurred in most portions of the San Gabriel Valley. It is interesting to note that in the '80s Covina's rate of population increase was 28.0%, considerably greater than in the '70s (only 11.1%). Much of the relatively big '80s increase, as stated earlier, was due to the annexation of existing residential areas. For example, 5,473 of the 9,691 population growth that occurred between 1980 and 1992 (56.5%)

was attributed to a major 1980 annexation discussed in the "dwelling unit" section above. (Refer back to Section "B" for clarification as to how development- and annexation-related growth are considered in interpreting overall numerical increases.) The remainder was from medium density building activity that occurred because of favorable General Plan and Zoning standards, favorable tax and banking policies, and other factors.

Projecting Covina's population to 2000 and beyond is difficult because of several currently unknown variables: future market demand, future perceptions or continued desirability of Covina as place to live, commuting patterns, job growth in the area, the adopted land use plan and extent of implementation, and the type and rate of demographic, social, and economic changes. Despite the City being 98.5% built out, as identified in the Land Use Study and summarized below, moderate growth is expected over the next several years as Covina's few remaining vacant parcels are "infilled" and as underutilized properties are redeveloped into more intense uses. If adopted, the Land Use Study's proposed Land Use Plan, which is illustrated in Section "E7" below and constitutes the foundation for the Land Use Element, would target a theoretical build-out population of 49,815 (49,149 dwelling unit occupants and 666 group quarters residents) or a 14.7% increase over the current number of persons. The increases in the dwelling unit count and group quarters number would be, respectively, 14.7% and 15.0%. However, for reasons stated in Section "E7," the actual build-out figures likely will be less than capacity. (It should also be noted that although regional agencies such as SCAG every few years prepare city population projections, there were no up-to-date applicable figures as of this writing.)

In addition, local population facts are expanded upon below.

a. **Age breakdown for all persons**

**TABLE 9. COVINA RESIDENT AGE BREAKDOWN, 1990**

<u>AGE GROUP</u>	NUMBER OF <u>PERSONS</u>	<u>PERCENT</u>
0-17	10,896	25.2
18-24	4,812	11.1
25-64	22,989	53.2
65 & over	<u>4,510</u>	<u>10.5</u>
	43,207	100.0

Almost two-thirds of the population, then, is in their "employment years," ages 18-64, and 10.5% are age 65 and over. As is the case in many communities, Covina's population is aging. For example, during the '80s, the median age rose from 30.1 to 32.1 years. Also, in 1980 the percentage of persons ages 65 and over was 9.3%, as opposed to 10.4% for '90. (However, in many urban settings in California, the number of persons age 65 and older actually declined during the '80s because of a higher incidence of migration among retirement-age residents. For example, from 1980 to 1990, in the City of Los Angeles, the "over 65" population declined from 12.9% to 9.7%).

Because much of the City's housing program evolves and may continue to evolve around the senior citizen population, the household types and respective relationships that make up this group is worthy of discussion and described below:

**TABLE 10. HOUSEHOLD TYPES AND RELATIONSHIPS FOR PERSONS 65 AND OVER, 1990**

<u>HOUSEHOLD TYPE &amp; RELATIONSHIP</u>	<u>NUMBER OF PERSONS</u>	<u>PERCENT</u>
In Family Households:		
Householder	1,580	35.0
Spouse	828	18.4
Other Relatives	443	9.8
Nonrelatives	11	.2
In Nonfamily Households:		
Male Householder		
Living Alone	163	3.6
Not Living Alone	17	.4
Female Householder		
Living Alone	1,028	22.8
Not Living Alone	24	.5
Nonrelatives		
In Group Quarters:	<u>398</u>	<u>8.9</u>
	<u>4,510</u>	<u>100.0</u>

Note: "Householder" simply refers to the person identifying himself or herself as such on the Census form, as required by the Census Bureau, and the "spouse" is the married opposite, if present.

A key point of the above table is that over one-quarter of the senior citizen population lives alone. (In the following section, the senior citizen population is correlated with economic data, which clarify needs of this grouping.)

**b. Race breakdown for all persons**

**TABLE 11. COVINA RACE BREAKDOWN, 1990**

<u>RACE</u>	<u>NUMBER</u>	<u>PERCENT</u>
White	27,200	63.0
Latino	11,042	25.5
Asian	3,101	7.2
Black	1,641	3.8
American Indian	153	.3
Other	<u>70</u>	<u>.2</u>
	<u>43,207</u>	<u>100.0</u>

In the '80s, Covina became a much more ethnically diverse community, as the white population decreased by almost 20 percentage points (from 82.4% to 63.0%) and the Latino, Asian, and Black groups increased, respectively, by 12.8, 4.5, and 2.5 percentage points. The ethnic diversification, which is occurring throughout the San Gabriel Valley as well as in other areas of southern California, will continue over the next two decades as a result of general demographic shifts and of varying birth rates among the different racial groups. In many instances, these changes in racial composition will likely result in larger per unit households. (See the section on overcrowding, "D2" below, for clarification.)

## 2. Number of Families and Number and Type of Households

This information further defines the character of Covina's population and therefore is useful for planning and housing needs assessment purposes. The 1990 Census identified a total of 15,488 Covina households, which is broken down into family households (11,108) and nonfamily households (4,380). As stated in Section "C1," the total household population is 42,588, or 98.6% of the total Census-identified 1990 City population (43,207). The following table further breaks down Covina's family households:

**TABLE 12. COVINA FAMILY HOUSEHOLDS, 1990**

<u>HOUSEHOLD TYPE</u>	<u>NUMBER OF HOUSEHOLDS PERCENT</u>	
Married Couple Family:		
With Own Children	3,994	36.0
No Own Children	4,455	40.1
Other Family:		
Male Householder, No Wife Present		
With Own Children	271	2.4
No Own Children	488	4.4
Female Householder, No Husband Present		
With Own Children	1,099	9.9
No Own Children	<u>801</u>	<u>7.2</u>
	11,108	100.0

Compared to 1980, two relatively small though noteworthy changes stand out. One is that the percentage of family households (as a proportion of all households--both family and nonfamily, which is explained below) declined slightly, from 73.3% to 71.7%. Also, the percentage of single adult parents with children increased from 10.6% to 12.3%. Such changes indicate demographic and social shifts and have occurred, to various degrees, throughout the region.

Furthermore, Table 13 below indicates the non-family household types for the identified nonfamily households, which are households other than those discussed in Table 12. (Again, the Census Bureau requires each household that fills out a Census form to identify one "householder," a person "in charge of the household.")

**TABLE 13. COVINA NONFAMILY HOUSEHOLD TYPES AND RELATIONSHIPS, 1990**

<u>HOUSEHOLD TYPE</u>	<u>NUMBER OF NONFAMILY HOUSEHOLDS PERCENT</u>	
Male Householder:		
Living Alone	1,221	27.9
Not Living Alone	605	13.8
Female Householder:		
Living Alone	2,192	50.0
Not Living Alone	<u>362</u>	.3
	4,380	
Nonrelatives:	1,318	(persons)

From 1980 to 1990, the percentage of nonfamily households increased from 26.7% to 28.3%.

Moreover, Table 14 indicates the number of household types by age of householder.

**TABLE 14. COVINA HOUSEHOLD TYPES BY AGE OF HOUSEHOLDER, 1990**

<u>HOUSEHOLDER AGE</u>	<u>NUMBER FAMILY HOUSEHOLDS</u>	<u>PERCENT</u>	<u>NUMBER NON- FAMILY HOUSEHOLDS</u>	<u>PERCENT</u>
15-24 years	468	4.2	306	7.0
25-34 years	2,628	23.7	1,119	25.5
35-44 years	2,884	26.0	697	15.9
45-54 years	1,863	16.8	578	13.2
55-64 years	1,685	15.2	448	10.2
65-74 years	1,194	10.7	614	14.0
75+ years	<u>386</u>	<u>3.4</u>	<u>618</u>	<u>14.2</u>
	11,108	100.0	4,380	100.0

Thus, 58% of Covina family householders surveyed are in their "prime working years," 35 to 65.

Table 15 below illustrates the distribution of different household sizes.

**TABLE 15. PERSONS IN HOUSEHOLDS, 1990**

<u>HOUSEHOLD SIZE</u>	<u>NUMBER OF PERSONS</u>	<u>PERCENT</u>
1 Person	3,413	22.0
2 Person	4,813	31.1
3 Person	2,787	18.0
4 Person	2,410	15.6
5 Person	1,232	7.9
6 Person	489	3.2
7 or more Persons	<u>344</u>	<u>2.2</u>
	15,488	100.0

The data reveals that Covina's households are predominantly small to medium in size, with a little over one-fifth being 1-person, almost one-third being 2-person, and just over one-third being 3- and 4-person arrangements. For housing fund assistance purposes, the Federal Government classifies large, "needy" lower income households as those having 5 or more persons. Table 15 indicates that 13.3% of the City's households are at or above this threshold. In 1980, 12.8% of the households were at the threshold. (It should be noted that the '80 Census did not tabulate other "family size" categories.)

This final population-related table illustrates persons per household and persons per family averages for Covina and the surrounding communities.

**TABLE 16. PERSONS PER HOUSEHOLD AND PERSONS PER FAMILY FOR COVINA AND SURROUNDING CITIES, 1990**

<u>CITY</u>	<u>PERSONS PER HOUSEHOLD</u>	<u>RANK</u>	<u>PERSONS PER FAMILY</u>	<u>RANK</u>
1. Azusa	3.17	6	3.65	5
2. Baldwin Park	4.13	2	4.33	2
3. Claremont	2.68	12	3.13	13
4. COVINA	2.74	11	3.22	12
5. Diamond Bar	3.18	5	3.46	8
6. Duarte	3.06	7	3.60	6
7. Glendora	2.88	8	3.27	9
8. La Puente	4.06	3	4.27	3
9. La Verne	2.82	10	3.25	11
10. Pomona	3.52	4	3.96	4
11. San Dimas	2.86	9	3.26	10
12. Walnut	4.25	1	4.48	1
13. West Covina	<u>3.18</u>	5	<u>3.51</u>	7
Average	3.27		3.65	
L. A. County	2.91		3.51	

Relatively speaking, then, Covina has below average persons per household and persons per family figures for the area. And both numbers are below the respective County figures. This tends to indicate that dwelling unit overcrowding (which is defined and discussed in Section "D2") is not as serious in Covina as in surrounding communities. However, as stated and explored in Section "D2," in Covina, the problem did increase considerably in the '80s and will likely grow in the '90s. Therefore a policy response is warranted.

Tables 12 through 16 illustrate Covina's household characteristics and underscore the community's standing as a predominantly family-oriented locality with a variety of household types. As stated in the introduction above, the needs of all families and households must be considered in the Housing Element update, which is what the presentation of this information intends to achieve.

### 3. Employment Characteristics and Trends

Local employment, from the perspective of the General Plan Housing Element, can be discussed from two general standpoints. One is the occupations or industries in which community residents work; the other is the types of jobs themselves that compose a City's economy. Both sides are presented below.

The occupation and industry category breakdowns of employed Covina residents are given first. According to the 1990 Census, Covina had an employed civilian labor force of 22,173 (persons 16 years and over), up 28.6% over 1980. The following table indicates the occupational associations of the City's 22,173 resident workers:

**TABLE 17. OCCUPATIONAL CHARACTERISTICS FOR EMPLOYED COVINA RESIDENTS, 1990**

<u>OCCUPATION</u>	<u>NUMBER</u>	<u>PERCENT</u>
1. Managerial & Professional Specialty Occupations:		
Executive, Administrative, & Managerial Professional Specialty	3,240	14.6
	2,598	11.7
2. Technical, Sales & Administrative Support:		
Technicians & Related Support	814	3.7
Sales	3,098	14.0
Administrative Support, including Clerical	4,542	20.5
3. Service Occupations:		
Private Household	153	0.7
Protective Service	482	2.2
Service, except Protective & Household	1,596	7.2
4. Farming, Forestry, & Fishing Occupations	178	0.8
5. Precision Production, Craft, & Repair Occupations	2,584	11.7
6. Operators, Fabricators, & Laborers:		
Machine Operators,		
Assemblers & Inspectors	1,061	4.8
Transportation &		
Material Moving Occupations	1,032	4.7
Handlers, Equipment Cleaners,		
Helpers, & Laborers	795	3.6
Totals	22,173	100.0

The data indicates, among other things, that one-fifth of Covina's workers are employed in "clerical and administrative support" and that almost one-half work in this area plus executive, administrative, and managerial occupations and sales. The rest are employed in various areas. Covina's occupational base appears fairly well diversified, meaning that, relating to housing, City residents exercise demand for a variety of housing types.

This next table illustrates employment by industrial classification.

**TABLE 18. INDUSTRIAL CLASSIFICATIONS FOR EMPLOYED COVINA RESIDENTS, 1990.**

<u>INDUSTRIAL CLASSIFICATION</u>	<u>NUMBER</u>	<u>PERCENT</u>
1. Agriculture, Forestry & Fisheries	230	1.0
2. Mining	26	0.1
3. Construction	1,490	6.7
4. Manufacturing:		
Nondurable Goods	1,484	6.7
Durable Goods	2,439	11.0
5. Transportation	1,141	5.1
6. Communications & other Public Utilities	796	3.6
7. Wholesale Trade	1,350	6.0
8. Retail Trade	3,943	17.8
9. Finance, Insurance & Real Estate	1,910	8.6
10. Services:		
Business & Repair Services	1,086	4.9
Personal Services	626	2.8
Entertainment & Recreation	277	1.2
Professional & Related Services:		
Health Services	1,548	7.0
Educational Services	1,719	7.8
Other Professional & Related Services	1,258	5.7
11. Public Administration	<u>850</u>	<u>3.8</u>
Totals	22,173	100%

The top five groupings, then, are 1) services, 33.2%; 2) retail trade, 17.8%; 3) manufacturing, 17.7%; 4) finance, insurance and real estate, 8.6%; and 5) construction, 6.7%. It is interesting to note that 51.0% of the population is employed in services and retail trade, compared to 47.1% in 1980. Also, the percentage of jobs associated with manufacturing operations declined from 22.4% to the current 17.7%. These changes underscore the major structural shifts in southern California's economy that have occurred in recent years. The increase in the percentage of employment in various service, retail, and other areas also indicates the need for ample "affordable" housing in that employees in these sectors typically receive lower wages than manufacturing workers.

It should also be noted that 9,865 persons 16 years and over were considered "not in labor force," and the City had a 5.4% unemployment rate, meaning that 1,255 persons were out of work. An unemployment rate is an important descriptor because it can indicate the degree to which economic, social, housing, and other problems exist. The table below compares Covina's unemployment rate, civilian employment force, and key employment characteristics with surrounding cities and Los Angeles County:

**TABLE 19. EMPLOYMENT CHARACTERISTICS FOR COVINA AND SURROUNDING CITIES, 1990**

CITY	CIVILIAN LABOR FORCE - EMPLOYED	UNEMPLOYMENT RATE PERCENT	RETAIL EMPLOYMENT PERCENT	SERVICE EMPLOYMENT PERCENT	MANUFACTURING & WHOLESALE EMPLOYMENT PERCENT
1. Azusa	19,532	8.3	18.6	26.9	28.8
2. Baldwin Park	28,573	8.5	13.8	24.2	35.5
3. Claremont	16,648	4.2	12.8	52.0	15.7
4. COVINA	22,173	5.4	17.8	29.4	23.8
5. Diamond Bar	29,452	3.6	16.7	29.8	25.1
6. Duarte	9,546	6.4	11.6	32.3	26.2
7. Glendora	24,186	4.3	15.5	32.7	24.0
8. La Puente	15,750	9.4	16.9	25.8	34.6
9. La Verne	15,543	3.9	15.9	34.5	21.8
10. Pomona	55,571	9.1	15.4	27.7	30.9
11. San Dimas	17,408	3.4	15.5	32.5	21.3
12. Walnut	14,893	4.3	16.2	30.0	23.7
13. West Covina	47,727	5.2	16.2	29.8	24.4
Average	24,385	5.8	15.6	31.4	25.8
L. A. County	4.2 M	7.4	15.4	34.2	25.6

Compared to surrounding communities, Covina's employment characteristics rank as follows: unemployment rate, 6; percent retail employment, 2; percent service employment, 9; and percent manufacturing and wholesale employment, 9. The data indicates that unemployment in Covina is not a major problem and underscores the fact that the composition of the local workforce generally is diverse, inclusive of relatively high percentages of both retail and service workers, which, as stated earlier, often receive "average" to "low" wages and therefore raise housing needs challenges. Also, however, despite unemployment not being a serious Covina problem, the City's obligation or requirement to consider the housing needs of all economic segments means that technically Covina's policies and programs should reasonably address persons now unemployed, underemployed and, of course, retired, who are in need of various types of housing assistance.

The following table illustrates the other dimension to local employment, the number and types of jobs that exist in Covina. According to Planning's General Plan Questionnaire, one-quarter of the local residents also work in the City. Understanding the City's labor force ensures that the relationship between jobs and housing are considered in the General Plan update process, which, in turn, ensures the development of viable and realistic local housing policies, goals, objectives, and programs and ensures that the City's housing process will accommodate as many City workers as possible. (The relation between jobs and housing, from both local and regional standpoints, is discussed in more detail in Section "E4.")

In 1990, Covina's approximately 2,800 business employed, according to a recent SCAG Study, 27,762 workers. Employment by SCAG-designated industry categories is listed below:

**TABLE 20. COVINA EMPLOYMENT BY INDUSTRY CATEGORIES, 1990, AS DOCUMENTED BY SCAG**

<b>INDUSTRY TYPE</b>	<b>NUMBER OF WORKERS</b>	<b>PERCENT</b>	<b>RANK</b>
1. Agriculture	104	0.4	9
2. Mining	0	-	-
3. Construction	1,593	5.7	6
4. Manufacturing	4,071	14.7	3
5. Utilities	383	1.4	8
6. Wholesale Trade	1,089	3.9	7
7. Retail Trade	5,665	20.4	2
8. Finance, Insurance & Real Estate	2,832	10.2	4
9. Services	9,828	35.4	1
10. Government	2,197	7.9	5
Totals	27,762	100%	

Therefore, while over one-third of the local jobs are in the services sector, over 70% of the job opportunities consist of services plus retail trade and manufacturing. The City's employment structure, then, points to varying wages, and therefore the need/demand for a variety of housing types and for effective programs to assist those on the lower end of the wage scale.

It is also interesting to note that Covina's number of jobs (27,762) is about the same as the number persons between 18 and 64 (27,801, those in their prime working years) and greater than the total labor force figure (23,428, 22,173 of which are employed). This fact and other above information means that Covina is a balanced community in terms of the availability of jobs for its residents. And, as stated earlier, Planning's random questionnaire revealed that 25% of the inhabitants work in the City. In other words, despite maintaining a prominent residential appearance and character, Covina has a strong commercial and industrial base and therefore is not entirely a bedroom community. Again, the jobs-to-housing concept is clarified in Section "E5."

#### **4. Income Characteristics and Trends**

Income characteristics, such as median household and family incomes, and the percentage of persons below the poverty level, is another topic that cities must explore when updating a housing element. Income figures define a community's wealth, social climate, and general degree of expendable income for housing and other matters and, therefore, play a role in identifying housing needs and in shaping housing goals, objectives, policies, and programs.

##### **a. General characteristics**

Covina's median household and median family incomes are, respectively, \$38,907 and \$44,375. The relation of the figures' 1980s percentage increases to rises in housing costs underscores a key dimension of the region's housing problem: affordability. Specifically, in the City of Covina, while the median household income has risen 86.4% and the median family income rose by 81.1%, the median mortgage (including taxes and insurance costs) increased 174.1% (to \$1,091) and the median rent has risen 118.1% (to \$652). In other words, incomes have not kept pace with the costs of housing. This phenomenon has occurred statewide and is discussed further in Section "D3." In addition, Covina's per capita income, another figure that indicates overall community wealth and expendable income, is \$16,259.

The following table compares Covina median family and household and per capita income figures with the surrounding communities:

**TABLE 21. INCOME FIGURES FOR COVINA AND SELECTED EAST SAN GABRIEL VALLEY CITIES, 1989**

CITY	MEDIAN HOUSEHOLD INCOME	MEDIAN FAMILY INCOME	PER CAPITA INCOME
1. Azusa	\$31,889.00	\$34,200.00	\$11,038.00
2. Baldwin Park	\$32,684.00	\$33,029.00	\$15,946.00
3. Claremont	\$53,479.00	\$62,203.00	\$22,161.00
4. COVINA	\$38,907.00	\$44,375.00	\$16,259.00
5. Diamond Bar	\$60,651.00	\$63,114.00	\$21,497.00
6. Duarte	\$37,695.00	\$42,004.00	\$14,103.00
7. Glendora	\$46,116.00	\$51,444.00	\$18,573.00
8. La Puente	\$33,273.00	\$33,997.00	\$17,312.00
9. La Verne	\$46,587.00	\$53,431.00	\$18,622.00
10. Pomona	\$32,132.00	\$34,751.00	\$10,728.00
11. San Dimas	\$50,268.00	\$55,790.00	\$20,246.00
12. Walnut	\$64,333.00	\$64,866.00	\$18,749.00
13. West Covina	\$42,481.00	\$46,081.00	\$15,862.00
Average	\$43,884.00	\$47,637.00	\$17,007.00
L. A. County	\$34,965.00	\$39,035.00	\$16,149.00

Note: Generally, median family incomes are greater than median household incomes because families on average have more earners/workers than non-family households, of which the latter category includes. When the two figures are similar, this indicates many single earner families.

It will also be noted that Covina's mean household and family incomes, are, respectively, \$44,649 and \$49,614. For reasons stated in the beginning of this section, mean values generally are higher than medians.

Table 21 indicates that all Covina income figures are above County levels. Relating to the surrounding cities, Covina's median household income, median family income, and per capita income, interestingly, all rank eight out of the thirteen communities. The data, along with information presented in the following section and in other areas of the Housing Study (such as employment) again illustrates that Covina does have at least a moderate "housing needs" group.

Tables 22 and 23 below further clarify Covina's income characteristics by illustrating, respectively, mean household income by various income sources such as general salary and social security and mean household income by family type and the presence of children under 8 years. (Median figures were not computed by the Census.)

**TABLE 22. NUMBER OF HOUSEHOLDS AND MEAN HOUSEHOLD INCOME BY INCOME SOURCE, 1989**

<u>INCOME SOURCE</u>	<u>NUMBER OF HOUSEHOLDS</u>	<u>MEAN INCOME</u>
1. With Wage or Salary Income	12,707	\$43,567
2. No Wage or Salary Income	2,781	
3. With Nonfarm Self-Employment Income	2,226	\$19,838
4. No Nonfarm Self-Employment Income	13,262	
5. With Farm-Employment Income	83	\$1,005
6. No Farm-Employment Income	15,405	
7. With Interest, Dividend, or Rental Income	5,911	\$6,095
8. No Interest, Dividend, or Rental Income	9,577	
9. With Social Security Income	3,305	\$8,023
10. No Social Security Income	12,183	
11. With Public Assistance Income	1,117	\$5,654
12. No Public Assistance Income	14,371	
13. With Retirement Income	2,019	\$9,579
14. No Retirement Income	13,469	
15. With Other Type of Income	1,159	\$4,718
16. No Other Type of Income	14,329	
With Earnings	13,200	
No Earnings	2,288	

Note: Earnings = wage or salary income + self-employed income

A noteworthy point pertaining to social security assistance is that, according to the local (West Covina) Social Security Administration office, in 1990 in the Covina area (Census Tracts 91722, 91723, and 91724) a total of 5,296 persons age 62 and over received retirement benefits. Although Social Security does not have City-only data, Planning estimates that 85% of the recipients, or approximately 4,500 individuals, reside within the municipal limits. (Refer to APPENDIX A.) Regarding public assistance income, another group that is generally "housing needy," the census identified 1,268 total persons as receiving public assistance, 854 of which are between the ages of 15 and 64 years of age and 414 of which are over 65. This means that twice as many non-senior citizens as seniors receive such assistance.

**TABLE 23. MEAN FAMILY INCOME BY FAMILY TYPE AND PRESENCE OF CHILDREN UNDER 18 YEARS, 1989**

<u>FAMILY TYPE</u>	<u>MEAN INCOME</u>
Married-Couple Family:	
With Own Children	\$53,829
No Own Children	\$56,011
Other Family:	
Male Householder, No Spouse:	
With Own Children	\$35,049
No Own Children	\$36,488
Female Householder, No Spouse:	
With Own Children	\$29,268
No Own Children	\$33,864

b. Number and percentage of households by income level

According to a 1992 SCAG report, which is based on 1990 Census data, Covina's households are broken down into the following income level groups:

**TABLE 24. COVINA NUMBER AND PERCENTAGE OF HOUSEHOLDS BY INCOME LEVEL\*, 1989**

<u>INCOME LEVEL</u>	<u>NUMBER OF HOUSEHOLDS</u>	<u>PERCENT</u>
Very Low Income	2,717	17.5
Low Income	2,537	16.4
Moderate Income	3,175	20.5
High Income	7,060	45.6
Total	15,489	100.0

\*Lowest to highest income levels are based on, respectively, 0-50%, 51-80%, 81-120%, and over 120% of the County median household income, which was \$34,965.

Table 24 shows that two-thirds of the City's households are moderate and high income while the remaining third are very low or low income. Generally, the latter two groups require greater housing assistance, particularly those paying disproportionately high amounts of their income on housing, whether by rental subsidy, home improvement grant, or other means. So while Table 24 illustrates the overall economic status of Covina's households, which is essential in the goal, objective, and policy formulation process, households classified as "very low" and "low" that overpay for housing tend to serve as the focus of housing element programs. Section "D3" defines and discusses housing overpayment in detail.

Moreover, Table 24 contains the data on which SCAG prepares the "existing housing needs" portion of the Regional Housing Needs Assessment (RHNA). According to State general plan housing element law, all local governments must incorporate the RHNA's "existing" and "future" housing needs figures in the housing element. And the goals, objectives, policies, and programs, in turn, are supposed to be structured around the RHNA parameters. Refer to Section "D4" for clarification.

Table 25 below compares Covina's income level distribution with those for the surrounding communities.

**TABLE 25. TOTAL NUMBER OF HOUSEHOLDS AND PERCENTAGE OF HOUSEHOLDS BY INCOME LEVEL FOR COVINA AND SURROUNDING COMMUNITIES, 1989**

<u>CITY</u>	<u>TOTAL HOUSEHOLDS</u>	<u>% VERY LOW INCOME</u>	<u>% LOW INCOME</u>	<u>% MODERATE INCOME</u>	<u>% UPPER INCOME</u>
1. Azusa	12,525	24.0	18.8	23.2	33.9
2. Baldwin Park	16,606	22.4	18.2	25.6	33.8
3. Claremont	10,466	12.7	10.5	14.9	61.9
4. COVINA	15,488	17.5	16.4	20.5	45.6
5. Diamond Bar	16,886	6.2	5.9	14.8	73.2
6. Duarte	6,545	20.5	13.6	22.7	43.3
7. Glendora	16,343	13.3	11.6	19.6	55.5
8. La Puente	9,075	23.6	17.5	23.2	35.7
9. La Verne	10,843	15.8	12.3	16.5	55.3
10. Pomona	36,566	25.7	17.8	20.7	35.8
11. San Dimas	11,099	13.9	10.7	14.7	60.8
12. Walnut	7,869	5.9	5.6	11.5	77.0
13. West Covina	30,105	14.9	13.5	20.8	50.9
Average	15,417	16.6	13.3	19.1	51.0
L. A. County	2,994,343	24.3	16.0	19.0	40.8

Covina ranks 6th in the number of households and, from the "very low" to "upper" categories, ranks, respectively, 6th, 5th, 6th, and 8th. (Moreover, if the two lower and two upper categories were grouped together, then the "lower end" rank would be 6th (33.9%), and "upper end" rank would be 8th (66.1%). Area averages for a two-category scenario are 29.9% (lower income levels) and 70.1% (upper income levels). These data suggest that, when compared to surrounding cities, Covina has an average to slightly above average percentage of lower income households and an average to slightly below average proportion of upper income households. One component of the City's lower income households are persons who are below the poverty threshold. Poverty figures, which are of particular importance in the data identification and analysis process, are presented in the following section.

c. **Percentages of persons and families below poverty level**

A high poverty percentage indicates economic and social problems, which directly impact local housing and therefore constitute a key factor to consider when shaping a community's housing strategy. In 1991, the Federal Government classified the poverty threshold as a family of four earning under \$13,924 a year. Different limits would apply to different size families. For a single person, the threshold is \$6,932. The following table lists various poverty percentages for Covina and surrounding cities.

**TABLE 26. PERCENTAGE OF PERSONS AND GROUPS BELOW POVERTY LEVEL, 1989**

<u>CITY</u>	<u>PERSONS 18 &amp; OVER</u>	<u>PERSONS 65 &amp; OVER</u>	<u>ALL PERSONS</u>	<u>ALL FAMILIES</u>
1. Azusa	12.7	13.2	14.3	10.9
2. Baldwin Park	13.3	11.1	15.7	12.8
3. Claremont	5.5	3.6	5.3	2.2
4. COVINA	6.7	6.6	7.6	5.3
5. Diamond Bar	3.5	3.4	3.5	2.4
6. Duarte	7.1	5.5	7.8	6.4
7. Glendora	4.7	6.7	5.0	3.7
8. La Puente	12.5	10.2	14.0	12.4
9. La Verne	4.1	4.9	4.4	3.1
10. Pomona	15.1	8.8	18.4	14.0
11. San Dimas	5.2	8.3	5.4	4.7
12. Walnut	4.3	4.2	4.1	3.2
13. West Covina	6.7	4.8	7.7	5.7
Average	7.8	7.0	8.7	6.7
L. A. County	12.7	9.2	15.1	11.6

According to the data presented in the table, all Covina percentages are below those for the County. Relating Covina's figures to those for other communities, the City ranks sixth for "persons over 18" and seventh for all other categories. This means that Covina's overall incidence of poverty is average for the area.

In addition to the information presented in the above table, the following selected Covina poverty figures are presented:

**TABLE 27. PERCENTAGE OF SELECTED COVINA HOUSEHOLD TYPES BELOW POVERTY LEVEL, 1989**

<u>HOUSEHOLD TYPES</u>	<u>NUMBER OF HOUSEHOLDS/ FAMILIES</u>	<u>PERCENT</u>
1. All Households	1,009	6.5%
2. All Households Under 65	775	6.1%
3. All Households 65 and Over	234	8.3%
4. Married Couple Families With Related Children Under 18	488	8.4%
5. Married Couple Families With Related Children Under 5	284	11.2%
6. Female-Headed Families	331	17.4%
7. Female-Headed Families With Children Under 18	295	23.3%
8. Female-Headed Families With Children Under 5	160	42.8%

These numbers also underscore the fact that Covina family housing needs do exist. Perhaps the most interesting or unfortunate points regarding Table 25 is that almost one-quarter of the female-headed households with children are below the poverty level. And for the group comprised of female-headed families with children under 5, the percentage goes up to 42.8%. Generally, the above household types and many households that are slightly above the poverty threshold are in need of some type of housing assistance, or they represent a community's most needy groups. This table underscores the need for rent subsidies and other programs to address young families in addition to seniors. However, it is interesting and important to note that, overall, a greater percentage of senior than younger households fall into the poverty classification.

Table 28 further expands on the above household poverty figures by showing the absolute numbers of household types that fall above and below the poverty thresholds by householder age. (Again, a householder is the person completing a Census questionnaire.)

**TABLE 28. POVERTY STATUS BY AGE OF HOUSEHOLDER BY HOUSEHOLD TYPE, 1989**

HOUSEHOLD TYPE	AGE OF HOUSEHOLDER			
	15 - 64 ABOVE POVERTY	15 - 64 BELOW POVERTY	65 & ABOVE ABOVE POVERTY	65 & ABOVE BELOW POVERTY
Married-Couple Family	6,975	186	1,256	32
Other Family: Male Householder, No Wife Present	677	29	46	7
Female Householder, No Husband Present	1,338	323	231	8
Nonfamily Households: Householder: Living Alone	2,051	171	1,004	187
Not Living Alone	860	66	41	0

Reflecting changing demographic, social, and economic structures and conditions that have occurred throughout the San Gabriel Valley, Covina's above poverty figures all have increased since 1980. These increases, which are and will continue to pose housing and other service challenges, are highlighted below:

**TABLE 29. 1980-1990 PERCENTAGE INCREASE FOR BELOW POVERTY LEVEL FIGURES APPLICABLE TO SELECTED COVINA HOUSEHOLD TYPES**

HOUSEHOLD TYPE	1980 PERCENT	1990 PERCENT	INCREASE IN PERCENTAGE
1. All persons	6.2	7.6	1.4
2. Persons 65 & older	6.4	6.6	0.2
3. All families	4.6	5.3	0.7
4. Families with children under 18	6.6	8.4	1.8
5. Female-headed households with children under 18	20.3	23.3	3.0

Table 29 points to a simple fact: in Covina, poverty rates have risen slightly in recent years. As stated above, much of this has been due to demographic, social, and economic changes occurring in the San Gabriel Valley. In fact, because of the 1990-92 national economic downtown, items 1-5 in Table 24 probably are higher today. For example, a 1992 Census Bureau report indicated that from 1990 to 1991, California's poverty rate rose from 13.9% to 15.7%. Part of this has been caused by the State's unemployment rate, which has been high throughout this period. (In fact, in August 1992, the rate rose to 9.8%, which was then a 9-year high.)

Moreover, an even worse situation for too many Los Angeles County households is homelessness. State general plan housing element statutes now require cities to identify their homeless populations, if existing, and to develop policies and programs that address the situation. Because homelessness has not been identified as a serious problem in Covina, the issue is not discussed here but presented in Section "D3" (general homeless needs assessment).

A perhaps more useful or meaningful statistic concerning housing affordability is the number of lower income residents paying what is considered disproportionately large amounts of monthly income toward

housing, which is elaborated on in the following sections.

## 5. Housing Prices and Costs

It is common knowledge that on average southern California housing is expensive when compared to other parts of the Country. According to the National Association of Realtors, for example, the 1991 Los Angeles County single-family home median sales price was \$214,937, as opposed to \$100,300 for the national average. The 1990 U.S. Census reached a similar conclusion. For Los Angeles County, which is of major interest here, the 1990 median home price was \$226,400, a whopping 157% increase over the 1980 figure. Covina's 1990 median house cost was \$201,300, up 134% from 1980 (then \$86,000). Nationally, however, the median value rose only 68%, from \$47,200 to \$79,100. The following table lists median home costs for Covina and nearby cities plus the Los Angeles area counties:

**TABLE 30. MEDIAN HOME COSTS FOR COVINA AREA CITIES AND LOS ANGELES AREA COUNTIES, 1990**

<u>CITY/COUNTY</u>	<u>MEDIAN HOME COST</u>	<u>RANK</u>
1. Azusa	\$151,880	11
2. Baldwin Park	\$149,700	12
3. Claremont	\$251,800	4
4. COVINA	\$201,300	7
5. Diamond Bar	\$271,500	2
6. Duarte	\$171,300	9
7. Glendora	\$231,000	5
8. La Puente	\$154,800	10
9. La Verne	\$253,200	3
10. Pomona	\$133,700	13
11. San Dimas	\$241,000	6
12. Walnut	\$320,100	1
13. West Covina	<u>\$201,100</u>	8
Average		\$210,183
14. Los Angeles County	\$223,800	
15. Ventura County	\$245,300	
16. Orange County	\$252,700	
17. San Bernardino County	\$129,200	
18. Riverside County	\$139,100	
19. San Diego County	\$186,700	
20. California State	\$194,300	

Although Covina's median home cost is about \$9,000 below the average for the selected cities, it must be noted that the relatively high figures for Walnut and Diamond Bar tend to skew the mean slightly. Nevertheless, the data does show that Covina's housing prices rank seventh in the area, meaning that the City has some housing affordable to, say, moderate income, "working couple" or first time buyers. Although the exact percentage of Covina families that can afford the average City home price is not known (nor is the data available for other cities) according to the California Association of Realtors, the 1992 overall "affordability" averages for Los Angeles County and the State are, respectively, 27% and 29%. Because, as explained in the section below, salaries have not increased as fast as housing costs, the above percentages have declined over the '80s.

Final housing price data presented below are City and County median single-family home and condo/townhouse sales prices, as published monthly in the Los Angeles Times. The information for the most recent months, which is based on zip codes, is listed in Table 31. (Although County properties are

included in the zip code areas, the data does closely reflect City housing prices.)

**TABLE 31. MEDIAN SINGLE-FAMILY DETACHED AND CONDOMINIUM SALES PRICES FOR COVINA AND LOS ANGELES COUNTY DURING APRIL THROUGH JUNE 1992, AS REPORTED BY LOS ANGELES TIMES**

SURVEY PERIOD	91722 AREA		91723 AREA		91724 AREA		CITY AREAS AVERAGE		L. A. COUNTY	
	MEDIAN SALES PRICE - DOLLAR AMOUNT									
	HOME	CONDO	HOME	CONDO	HOME	CONDO	HOME	CONDO	HOME	CONDO
APRIL	163,000	137,000	168,000	*	181,000	133,000	171,000	135,000	200,000	153,000
MAY	156,000	128,000	167,000	*	250,000	130,000	191,000	129,000	204,000	150,000
JUNE	167,000	105,000	*	*	185,000	123,000	176,000	114,000	196,000	157,000
AVERAGE	162,000	123,000	168,000	-	205,000	129,000	179,000	126,000	200,000	153,000

NOTE: \* Data Not Available

Note: Refer to Map 5 for delineation of zip code boundaries. All sales prices are drawn from County records, which are based on sales of new and existing detached single-family homes and condominiums.

Therefore, based on median values, houses and condos/townhouses currently sell for, respectively, \$179,000 and \$126,000. Not surprisingly, housing prices are slightly higher in the 91724 area, which includes the large lot/large home, hilly southeastern area. This table also reaffirms that housing prices in Covina on average are less than the County average.

One noteworthy point, however, is that the current national economic downtown will lower housing prices in Covina and elsewhere in the San Gabriel Valley at least somewhat. For example, an August 1992 California Association of Realtors survey indicated that in the second quarter 1992, which generally is the strongest quarter for home buying, California housing prices dropped 3.5% over the previous quarter. Also, the southern California based-Real Estate Observer, which tracks home sales that have been reported to County Recorder's Offices, concluded that housing sales prices dipped 6.2% from July 1991 to the same month in 1992. Moreover, a comparison of the Table 31 City average sales prices with the same period for the previous year reveals that the home and condo figures fell by, respectively, 3.5% and 4.8%. Existing data suggests that by the end of 1992, home prices may have fallen between 10% and 15% over late 1991 figures.

Generally, housing prices are falling because of decreasing demand that has been spawned by layoffs in various sectors of the economy, particularly defense, aerospace, and manufacturing and goods-producing industries. In fact, a 1992 Urban Land Institute paper (ULI, which is an organization that performs real estate and land development research and prepares studies and reports for both the public and private sectors) stated that "in 1990-91, for the first time in its history, California exported more 30- to 45- year olds than moved in." It is not known exactly how much prices will fall in Covina, the focus of attention here, or how the City's housing market will be affected. On the one hand, the combined impact of lower prices and reduced interest rates and, for some, increasing wages could create purchasing opportunities for many persons such as first time buyers who otherwise would be priced out of the local market; on the other hand, increasing unemployment combined with, in many cases, decreasing income would hold the housing market down regardless of the overall lowering of prices. An identification of all short- and long-term effects of the current recession on Covina housing--and on the entire local economy for that matter--would require a detailed analysis that is beyond the scope of this Housing Study. The matter should be more closely studied through an implementation measure. (However, relating current socio-economic trends to the rental

section, in Section "D3a" below, it is statistically shown that, overall, lower income Covina renters could be benefiting by early 1990s increasing wages and stabilizing rents.)

Besides home prices, other key housing cost indicators are the monthly mortgage and rental costs that households pay. In Covina, the median monthly house and condo mortgage (which includes taxes, insurance, and homeowner association fees, if applicable) in 1990 was \$1,091. Also, the median rent was \$652. Compared to 1980, these figures constitute respective increases of 174% (median mortgage was \$398) and 118% (median rent was \$299). Monthly housing costs for surrounding cities are listed below.

**TABLE 32. MEDIAN MONTHLY HOUSING COSTS FOR SELECTED EAST SAN GABRIEL VALLEY CITIES, 1990**

<b>CITY</b>	<b>MEDIAN MORTGAGE</b>	<b>RANK</b>	<b>MEDIAN RENT</b>	<b>RANK</b>
1. Azusa	\$960	11	\$650	10
2. Baldwin Park	\$887	13	\$648	11
3. Claremont	\$1,222	5	\$702	6
4. COVINA	\$1,091	8	\$652	9
5. Diamond Bar	\$1,491	2	\$940	2
6. Duarte	\$1,073	9	\$665	8
7. Glendora	\$1,130	6	\$729	5
8. La Puente	\$900	12	\$606	12
9. La Verne	\$1,357	3	\$675	7
10. Pomona	\$1,009	10	\$592	13
11. San Dimas	\$1,290	4	\$745	3
12. Walnut	\$1,710	1	\$979	1
13. West Covina	<u>\$1,117</u>	7	<u>\$733</u>	4
Average	\$1,172		\$717	
L. A. County	\$1,137		\$626	
State of Calif.	\$1,077		\$620	

The above "mortgage" and "rental" rankings are similar, which indicates, among other things, that all types of housing costs in a city are largely a function of a community's location, image, appearance, housing stock age, economy, social and income conditions and composition, and market demand. Also, there is, not surprisingly, a correlation in the rankings between Table 32 and Table 31 (single-family home prices).

Unfortunately, because in part of southern California and the State's rise in home prices and mortgage costs and because of the above mentioned sluggish growth in household incomes, California has the lowest rate of home ownership in the nation, 55.6%, as opposed to the entire U.S. average of 64.2%. Southern California's (the SCAG six-County region) owner occupancy rate was 54% and, interestingly, remained about the same throughout the '80s. However, part of the explanation of the State's relatively low home ownership percentage may be because California is the most urbanized state in the Country. Urban areas tend to have greater numbers of higher density/renter occupied housing than semi-urban or rural places. Housing tenure is discussed in Section "D4."

Table 32 shows that compared to other communities in the area and the County, Covina's housing prices are reasonable. Specifically, the median mortgage is below both the city area and County average figures; the median rent is below the area average and only slightly above that for Los Angeles County. Covina's respective rankings are 8th and 9th out of the 13 communities. What is perhaps most interesting here is that the City's median housing costs, notably rents, are relatively low despite the community maintaining a good image, appearance, and location, stable economy, and (at least as of 1992) respectable infrastructure and services. (In many cases, low to below average city rents indicate at least some community deterioration. Covina has not yet faced this condition, though as stated earlier, private property maintenance and housing code enforcement are major concerns.) Covina's various rental opportunities or apartments thus

serve as an important affordable housing resource for many existing and future households. "Rental opportunities" also refer, in some cases, to the City's mobile homes. As stated in Section "B1," apartments and mobile homes constitute, respectively, 32.2% and 3.2% of Covina's total dwelling unit count, which, again, together forge a percentage that is much higher than in many surrounding cities.

As indicated in Table 32, Covina's median rent is \$652. Despite rising by 118% in the '80s, overall Covina's rental housing, again relatively speaking in terms of the San Gabriel Valley cities studied here, is considered reasonably affordable. By comparison, rents nationally rose by 89%, only to \$374. Table 33 below clarifies Covina's median rent figure by showing the number of dwelling units that correspond to different payment ranges.

**TABLE 33. RENTAL PAYMENTS FOR SELECTED COVINA RENTER-OCCUPIED HOUSING UNITS, 1990**

<u>RENT CATEGORY</u>	<u>NUMBER OF UNITS</u>
\$ 0 - \$ 99	0
100 - 200	134
200 - 300	133
300 - 400	198
400 - 500	539
500 - 600	1,398
600 - 750	2,191
750 - 1,000	1,346
1,000 or more	463
No Cash Rent	91

Thus, while some (presumably long-time) households pay under \$400 per month for rent, a great many pay over \$600. It should be noted that this table and Table 34 below include the then-approximately 40 City-subsidized units and 250 Federally subsidized households that in 1990 would have received rental assistance.

Table 34 illustrates rental costs correlated with the number of bedrooms for the selected rental housing. (For clarification, Table 48 in Section "D1d" shows the number of dwelling units by apartment size/number of bedrooms.)

**TABLE 34. RENTAL PAYMENTS FOR SELECTED COVINA RENTER-OCCUPIED HOUSING UNITS BY BEDROOM SIZE, 1990**

<u>NUMBER OF BEDROOMS &amp; RENT</u>	<u>NUMBER OF UNITS</u>
1. No Bedrooms	
Less than \$200	10
200 - 299	0
300 - 499	108
500 - 749	251
750 - 999	26
1,000 or more	0
No Cash Rent	0
2. One Bedroom	
Less than \$200	121
200 - 299	126
300 - 499	434
500 - 749	1,645
750 - 999	175
1,000 or more	30
No Cash Rent	16
3. Two Bedroom	
Less than \$200	3
200 - 299	7
300 - 499	164
500 - 749	1,567
750 - 999	625
1,000 or more	72
No Cash Rent	50
4. Three or More Bedrooms	
Less than \$200	0
200 - 299	0
300 - 499	31
500 - 749	126
750 - 999	520
1,000 or more	361
No Cash Rent	25

Another dimension to the price structure of housing are the actual developer costs associated with constructing dwelling units. This topic is presented in Section "E2."

Lastly, in terms of impacts of the current (1990 - 93) economic downturn on housing costs, the present trend of relatively low interest rates (facilitating refinancing) may have at least stabilized the City median monthly mortgage figure. Therefore, many (adequately employed) owner-households could be benefiting financially in this area. Regarding rents, as mentioned above and as illustrated below in Section "D3b" and in APPENDIX C, based on an in-house rental survey, the Planning Division determined that from 1990 to 1993 rents generally stabilized. This is shown to be particularly good for the lower-income segment. Refer to the appropriate areas for clarification.

## 6. Percentage of Persons Overpaying for Housing

The data in this section show the numbers and percentages of low and very low income households in Covina (again, households earning under 80% of the County median household income) that pay more than 30% of their gross monthly incomes on housing. The 30% income threshold is a measure of affordability that is commonly used by the Federal Government/HUD, SCAG, and other agencies. Although under State Redevelopment Law, "moderate" income--earning under 120% of the County median--are eligible for various types of housing assistance, the lower income or 80% threshold shall be the focus here because of its wide application and because, in the view of Covina personnel, it more accurately represents "needy" households.

This topic forges the previously discussed income and housing cost subjects into figures relating to lower income household housing cost overpayment, a key housing element issue and heavily considered in formulating goals, objectives, policies, and programs. As stated in the Introduction, from a housing standpoint, cities are concerned not only with very low and low income households, but those lower income households overpaying for housing. Housing overpayment for moderate and upper income households typically is not a local concern because upper income households have greater housing choices.

To put this topic into proper context, in 1990, a four person family earning less than \$31,100 per year (roughly 80% of \$38,900, the County median) that paid more than \$778 a month on housing (roughly 30% of \$2,592, the family's gross monthly income) would be considered spending a burdensome amount of their income on housing and therefore potentially eligible for rental subsidy or other type of assistance. Lower income housing overpayment means that applicable households have relatively little money after housing costs for necessities such as food, clothing, and perhaps health insurance and for other matters like entertainment, leisure activities, and automobile expenses.

Lower income housing overpayment data, like much of the information used in this Study, is tabulated by the Census Bureau, though published by SCAG in the "existing housing needs" portion of the Regional Housing Needs Assessment (RHNA) tables. Generally the RHNA, as mentioned in the Introduction and, which is formally presented in Section "D3", lists for each city the numbers of existing (in terms of lower income households overpaying for shelter) and future (in terms of new dwelling units that should be built to accommodate growth) housing needs that must be incorporated into the housing element text and should be fulfilled--or at least fulfilled to the greatest extent feasible--through various policies, plans, and programs.

Table 35 below shows the numbers and percentages of Covina lower (or very low and low) income households overpaying for housing, which are based on the '90 Census. It must be noted that although the table provides the most up-to-date framework for discussing and making recommendations on lower income housing overpayment, the City currently is not obligated to incorporate the numbers into the Housing Element because the figures will be used in a future RHNA. Presently the City is only required to implement the "existing housing needs" numbers listed in the current/1988 RHNA. (The RHNA process is based on a five-year housing element implementation cycle, which presently runs through June 1994. But as previously stated, the City need not again update its overall Housing Element until 1996.) However, because the existing RHNA is based on extrapolations of old/1980 Census data, Planning believes it is important, if not essential, to list the most current figures to best identify and discuss the City's lower income housing overpayment situation and to most effectively guide the conceptualization of new or modified housing goals, objectives, policies, and programs. Moreover, considering these numbers now, which again are based on recent/1990 data, will facilitate revising the Housing Element in 1996, after an updated RHNA is officially presented to the City.

**TABLE 35. NUMBERS AND PERCENTAGES OF COVINA LOWER INCOME HOUSEHOLDS PAYING MORE THAN 30% OF INCOME FOR SHELTER BASED ON LOS ANGELES COUNTY MEDIAN, 1989**

<u>CATEGORY</u>	<u>NUMBER</u>	<u>PERCENT OF TOTAL/ ALL HOUSEHOLDS</u>	<u>PERCENT OF LOWER INCOME HOUSEHOLDS</u>
1. Total Households	15,488	-	-
2. Total Lower Income Households	5,254	33.9	-
3. All Lower Income Households Overpaying			
a. Total	3,227	20.8	61.4
b. Very Low	1,948	12.6	37.1
c. Low	1,279	8.3	24.3
4. Lower Income Owner Households Overpaying			
a. Total	833	5.4	15.9
b. Very Low	406	2.6	7.7
c. Low	427	2.8	8.1
5. Lower Income Renter Households Overpaying			
a. Total	2,394	15.5	45.6
b. Very Low	1,542	10.0	29.3
c. Low	852	5.5	16.2

Some key points regarding the above data are as follows:

1. Over one-fifth of Covina's households both are lower income and overpay for housing. According to the 1988 RHNA (again, which is presented in Section "D4") this percentage was 16.7, meaning that in recent years the proportion of overpaying low income households has increased.
2. Sixty percent of all overpaying lower income households are very low income, the most needy segment, and almost eighty percent of the "overpaying very low" households are renters.
3. Overpaying lower income renters constitute 45% of all lower income households, and about three-quarters of all overpaying lower income households are renters.
4. Comparing the 1988 and proposed 1993 RHNA total owner and total renter overpayment figures, one finds that while the "owner percentage" increased from 4.3 to 5.4, the proportion of renters overpaying for housing rose from 12.4% to 15.5%. This means that over the past few years, again according to SCAG, low income housing overpayment has been on the rise slightly, particularly regarding renters.

Perhaps more than any other display or piece of information presented in this study, Table 35 and the accompanying analysis underscores the need for City officials to continue with and, where possible, expand existing rent subsidies and other housing programs. (Again, the discussion and analysis of housing programs is presented in Section "I" below.) However, in the housing program development/refinement process, because of funding limitations, needs must continue to be prioritized. Nevertheless, as stated earlier in the Study, the City is required, in accordance with various State planning and general public welfare statutes, to address as thoroughly as possible the housing needs of every economic segment. (It should be pointed out here that according to credible data sources and a particular Planning Division study, the problem of lower income housing overpayment in Covina theoretically may have been somewhat mitigated during the early '90s because of a documented combination of stabilizing rents and rising incomes. Refer to Section "D3a" (RHNA future needs) for clarification on this matter.

Table 36 and 37 below, which appear in Census printouts but are not used by SCAG, clarify and expand on what has been discussed in the above section by illustrating the numbers of, respectively, owners and renters at all income levels paying various percentages of their incomes on housing. It must be noted that although the tables do not show the data according to SCAG's lower income/80% of County median income threshold (approximately \$31,100), the first three income categories closely relate to "lower income households."

**TABLE 36. HOUSEHOLD INCOME IN 1989 BY SELECTED MONTHLY OWNER COSTS\* AS A PERCENTAGE OF HOUSEHOLD INCOME, 1989**

<u>HOUSEHOLD INCOME</u>	PERCENTAGE OF INCOME					<u>NOT COMPUTED</u>	<u>TOTAL</u>
	<u>0 - 19%</u>	<u>20 - 24%</u>	<u>25 - 29%</u>	<u>30 - 34%</u>	<u>35%+</u>		
Less Than \$10,000	33	16	23	22	137	20	251
\$10,000 - \$19,999	324	52	18	16	274	0	684
\$20,000 - \$34,999	653	114	85	71	536	0	1,459
\$35,000 - \$49,999	531	165	215	264	435	0	1,610
\$50,000 Or More	2,192	679	605	284	279	0	4,039

\*Note: Includes mortgage payments, taxes, insurance, and, if applicable, association fees.

**TABLE 37. HOUSEHOLD INCOME IN 1989 BY GROSS RENT AS A PERCENTAGE OF HOUSEHOLD INCOME, 1989**

<u>HOUSEHOLD INCOME</u>	PERCENTAGE OF INCOME					<u>NOT COMPUTED</u>	<u>TOTAL</u>
	<u>0 - 19%</u>	<u>20 - 24%</u>	<u>25 - 29%</u>	<u>30 - 34%</u>	<u>35%+</u>		
Less Than \$10,000	0	30	57	29	542	149	807
\$10,000 - \$19,999	30	49	50	59	1,087	31	1,306
\$20,000 - \$34,999	191	290	505	412	530	23	1,951
\$35,000 - \$49,999	572	359	214	105	40	0	1,290
\$50,000 Or More	858	167	65	20	4	24	1,138

In terms of the lower income households, or generally households earning under \$35,000, Tables 36 and 37 show, most importantly, again that a greater percentage of renters than owners pay more than 30% of their incomes on housing. In fact, both tables show that most of the "overpaying" lower income households, notably renters, are paying over 35% of their salaries toward shelter.

Table 38 below compares Covina "lower income housing overpayment" percentages with those for surrounding cities. All percentages are derived based on the respective community's total number of lower income households, which is also shown. (As stated earlier, not all lower income households pay disproportionately high percentages of their incomes on housing.)

**TABLE 38. PERCENTAGE OF LOWER INCOME HOUSEHOLDS PAYING MORE THAN 30% OF INCOME FOR SHELTER BASED ON LOS ANGELES COUNTY MEDIAN, 1989**

CITY	TOTAL HOUSEHOLDS	INCOME HOUSEHOLDS	TOTAL LOWER PERCENTAGE OF ALL HOUSEHOLDS	<u>PAYING MORE THAN 30% OF INCOMES ON HOUSING</u>					
				VERY LOW	LOW	TOTAL	VERY LOW	LOW	TOTAL
1. Azusa	12,525	5,365	42.8	6.0	7.0	13.0	34.4	14.9	49.3
2. Baldwin Park	16,606	6,746	40.6	10.2	12.2	22.4	29.9	13.4	43.3
3. Claremont	10,466	2,433	23.2	9.2	9.8	19.0	31.0	16.9	47.9
4. COVINA	15,488	5,254	33.9	7.7	8.1	15.8	29.3	16.2	45.5
5. Diamond Bar	16,886	2,042	12.1	23.1	25.2	48.3	11.2	18.7	29.9
6. Duarte	6,545	2,228	34.0	12.7	13.7	26.4	25.4	10.9	36.3
7. Glendora	16,343	4,073	24.9	14.2	11.1	25.3	21.8	13.5	35.3
8. La Puente	9,075	3,735	41.2	7.6	8.8	16.4	29.0	12.1	41.1
9. La Verne	10,843	3,050	28.1	8.4	7.9	16.3	18.8	10.5	29.3
10. Pomona	36,566	15,913	43.5	8.0	9.0	17.0	35.3	12.1	47.4
11. San Dimas	11,099	2,724	24.5	11.9	13.0	24.9	23.8	12.3	36.1
12. Walnut	7,869	906	11.5	23.8	34.5	58.3	13.6	7.5	21.1
13. West Covina	30,105	8,522	28.3	12.6	12.3	24.9	27.4	16.7	44.1
L. A. County	2,994	1,204	40.2	6.8	5.0	11.8	38.3	14.8	53.1
<u>COVINA'S RANKING</u>									
	6	5	5	11	11	11	5	4	4

In terms of Covina's relation to the surrounding communities, Covina ranks eleventh on the "total owner" side and fourth on the "total renter" side, meaning that lower income rental overpayment is more common (despite Covina's median rent, as indicated above, appearing "reasonable"). Regarding all the communities, in every city except Diamond Bar and Walnut, the renters are paying proportionately more than the owners. (The reason Diamond Bar and Walnut deviate from the norm is believed to be that they are generally newly developed communities with most households paying current rate, high mortgages. Other cities have greater proportions of older/long-time owners with lower mortgages.) The high incidences of renter overpayment noted here are consistent with statewide data, where, according to the Census, 58.1% of the renters paid more than 25% of their incomes on housing, as opposed to just 40.5% for owners (and this does not include the additional tax advantages that further lower homeowner costs over renters. The statewide figures quoted here do, however, include households of all--not just lower--income levels.)

Much of this owner/renter housing overpayment disparity probably has evolved because on average owners tend to have higher incomes and tend to be less transient, meaning that many long-time owners would have relatively low mortgages. But despite California renters on average paying higher proportions of their income on housing, as stated in Section "C4," statewide in the '80s median mortgage payments jumped a great deal more than median rents. Also, the percentage of homeowners spending at least 25% of their income on housing costs (the 1980 threshold) grew faster than the percentage of renters. But for both owners and renters, household and family incomes did not keep pace with housing cost increases. These trends, which are most burdensome on lower income households because of their limited housing choices and other reasons, are illustrated in Tables 39 and 40 below.

**TABLE 39. HOUSING COST AND INCOME PERCENTAGE INCREASES OVER 1980s FOR CALIFORNIA, LOS ANGELES COUNTY, AND CITY OF COVINA**

ENTITY	% INCREASE MEDIAN HOUSEHOLD INCOME	% INCREASE MEDIAN FAMILY INCOME	% INCREASE MEDIAN OWNER PAYMENT	% INCREASE MEDIAN RENTER PAYMENT
1. California	96.0	88.3	162.0	119.0
2. L. A. County	99.0	84.8	184.0	126.0
3. City of Covina	86.4	81.1	174.0	118.0

**TABLE 40. HOUSING COST OVERPAYMENT NUMBER AND PERCENTAGE INCREASES FROM 1983 TO 1989 FOR CALIFORNIA, LOS ANGELES COUNTY, AND CITY OF COVINA\***

ENTITY	LOWER INCOME HOUSEHOLDS PAYING OVER 30% OF INCOME FOR HOUSING						PERCENTAGE INCREASE		
	TOTAL HOUSEHOLDS	1983		TOTAL HOUSEHOLDS	1989		TOTAL HOUSEHOLDS	OWNERS	RENTERS
1. California**	3,847,965	1,428,314	2,419,651	5,704,558	2,534,761	3,169,797	48.2	77.5	31.0
2. L. A. County	572,406	95,249	477,157	781,179	141,421	639,758	36.5	48.5	34.1
3. City of Covina	2,036	519	1,517	3,227	833	2,394	58.5	60.5	57.8

\* Based on the 1983 Regional Housing Allocation Model and Draft 1993 Regional Housing Needs Assessment

\*\* 1980 Data Used for 1983 Heading

In this table, it is interesting to note that both Covina category increases were 12 to 13 percentage points above those for the County, meaning that Covina had much higher increases in housing overpayment than the County as a whole.

Tables 39 and 40 clarify the data behind California's housing affordability problem. The tables show that the above discussed widening disparity between incomes and housing costs and the increasing percentage of lower income persons spending more than 30% of their incomes on shelter has generally affected the City of Covina, Los Angeles County, and the State to a similar degree.

Two noteworthy problems that have occurred in Covina and in many other Los Angeles area communities as a result of the above economic changes are an increase in dwelling unit overcrowding (which is discussed in detail in Section "D2") and the proliferation of illegally constructed dwelling units on single-family detached lots. Generally, overcrowding has increased because households, in response to economic realities, must live with one or more other households and because many of the recently arrived ethnic groups prefer to live in extended family arrangements. As stated in Section "B1," as part of Planning's Land Use and Housing Inventory, 36 "second units" in the City were identified, many of which are believed to have been constructed illegally (as opposed to legal non-conforming units), and the actual number of second units probably is over 100. Illegal dwelling units generally are created by either unscrupulous property owners profiting off of lower income renters' economic precariousness or otherwise law abiding residents who seek extra living space for extended family members. Homelessness is, of course, a related problem throughout greater Los Angeles, though, as explained in Section "E7," has not been identified as a big concern in Covina. Coping with the above and other housing concerns pose a major challenge for Covina and other San Gabriel Valley cities.

From a general planning standpoint, all the household, income, and overpayment figures and related problems presented here and throughout this Study point to the need to develop and implement viable and effective Housing Element policies, such as preserving and maintaining apartments and mobile homes, and programs, like prioritized rent subsidy measures and property rehabilitation activities. Perhaps most importantly, the City should commit itself to reasonably implement the housing strategy so that its housing-affordability problems could be resolved or mitigated to the greatest extent feasible.

## 7. Educational Achievement

Educational achievement is another population characteristic that defines a community's demographic and social make-up and therefore is included here. The following constitutes Covina's breakdown for educational attainment.

**TABLE 41. EDUCATIONAL ATTAINMENT IN COVINA FOR PERSONS 18 AND OVER, 1990**

<u>ATTAINMENT LEVEL</u>	<u>PERSONS</u>	<u>PERCENT</u>
Less than 9th grade	1,645	5.1
9th to 12th grade, no diploma	4,409	13.6
High school graduate	9,380	29.0
Some college, no degree	9,044	28.0
Associate degree	3,150	9.8
Bachelor's degree	3,109	9.6
Graduate or professional degree	1,574	4.9
Total	32,311	100%

Most of Covina's residents, then, have graduated from high school, just over half have completed at least some college, and about 15% have a bachelor's and/or graduate degree. Table 42 compares Covina's educational attainment with the surrounding communities. For purposes of the Housing Study, Planning believes that it is adequate to discuss this matter in terms of the percentages of the population age 25 and over that have a) graduated from high school and/or completed some college, and b) achieved a bachelor's degree and/or completed some graduate level work.

**TABLE 42. EDUCATIONAL ATTAINMENT FOR COVINA AND SELECTED EAST SAN GABRIEL VALLEY CITIES**

<b>CITY</b>	<b>LEVEL 1*</b>	<b>RANK</b>	<b>LEVEL 2**</b>	<b>RANK</b>
1. Azusa	67.2	10	12.1	11
2. Baldwin Park	50.5	13	9.7	12
3. Claremont	92.8	1	51.2	1
4. COVINA	82.5	7	16.4	9
5. Diamond Bar	90.6	2	37.0	2
6. Duarte	73.4	9	22.3	6
7. Glendora	83.7	6	22.2	7
8. La Puente	50.6	12	7.5	13
9. La Verne	84.6	5	27.1	4
10. Pomona	59.6	11	13.1	10
11. San Dimas	85.2	4	26.7	5
12. Walnut	87.5	3	35.1	3
13. West Covina	80.6	8	20.2	8
Average	70.1		23.1	
L. A. County	70.0		22.3	

\* Refers to percent of population age 25 and over that have graduated from high school and/or completed some college.

\*\* Refers to percent of population age 25 and over that have received a bachelor's degree and/or completed some graduate level work.

Covina ranks, respectively, seventh and ninth in the two categories. Also, although the City's "at least high school graduation" classification is considerably above both area average and County figures, the "at least college graduate" percentage is below the respective figures for these two groupings. However, it could be pointed out that the area average is somewhat skewed by Claremont's relatively high percentage.

One noteworthy point, which related to housing, is that there is a strong correlation among the rankings here and the household and family incomes and housing costs (Tables 21, 30, and 32). The households of a "well educated" community tend to have higher earnings than "lesser educated" places, which generally is reflected in community housing prices. (Of course, community location, image and appearance, market demand, and other factors influence the price of housing too. Also, educational attainment is interesting to identify and study for many purposes other than land use and housing--applications that Covina officials may pursue in the future.) Therefore, communities with above average educational attainment percentage---or the more affluent cities--tend to need less housing assistance than, say, cities with low high school completion figures. It is not surprising, then, that Covina's educational attainment and median income percentages are slightly below average. Again, the correlation here essentially illustrates that Covina does have housing needs that warrant addressing in the Housing Element update process.

#### **8. Summary of Key Facts**

- a. Covina's January 1992 population was 43,442, which constituted 2.6% of the residents of the entire San Gabriel Valley. Between 1980 and 1990, the City's population rose by 28.0%, though over one-half of the increase was attributed to County annexations.
- b. Almost two-thirds of Covina's population is between 18 and 64, the prime working years, and 10.5% are age 65 and over.
- c. The City has a variety of household types, and over one-quarter of the senior citizen population lives alone.

- d. In the '80s, Covina became a much more ethnically diverse community as the white population decreased by almost 20 percentage points (from 82.4% to 63.0%).
- e. Comparing 1990 "household" figures to those for '80, the percentage of "family" households declined slightly, and the percentage of single parents with children rose a little. Covina remains, however, a predominantly family-oriented town.
- f. Approximately 87% of all Covina households are small to medium in size--or comprised of 4 or less persons.
- g. Although Covina has a relatively low person per household figure (2.74) when compared to surrounding cities, overcrowding in the community rose considerably in the '80s.
- h. Slightly more than two-thirds of Covina's workers are employed in the services, retail trade, and manufacturing sectors.
- i. During the '80s, the percentage of persons employed in services and retail trade declined from 51.0% to 47.1% and the proportion of manufacturing workers dropped from 22.4% to 17.7%, which means that household wages have dropped and points to increasing housing needs.
- j. According to a Planning questionnaire, approximately one-quarter of Covina's residents also work in the City.
- k. Despite maintaining a prominent residential appearance and character, Covina has a strong commercial and industrial base, which is indicative by there being about as many City jobs as persons between the ages of 18 and 64.
- l. Covina's 1990 median household and median family incomes are, respectively, \$38,907 and \$44,375.
- m. In the '80s, while the median household income rose by 86.4% and median family income increased by 81.1%, the median mortgage (including taxes and insurance costs) rose 174.1% (to \$1,091) and median rent increased by 118.1% (to \$652), meaning that incomes did not keep pace with housing costs. For many households, then, housing affordability has been strained.
- n. Out of 13 surveyed east San Gabriel Valley communities, Covina's median household and family income figures rank eighth or slightly below average, which underscores the existence of at least some housing needs.
- o. As of 1989, approximately two-thirds of the City's households were moderate and high income, while about one-third were very low or low income. When they pay disproportionately high percentages of their incomes on housing, very low and low income households generally constitute a community's greatest housing needs groups.
- p. Covina's overall incidence of poverty is average for the east San Gabriel Valley, however the poverty rate is particularly high for female-headed families with children.
- q. The City's 1990 median home cost, \$201,300, ranks seventh out of twelve other east San Gabriel Valley cities surveyed, meaning that Covina does have some "reasonably" priced houses and condominiums/townhomes.
- r. The City's 1990 median mortgage (\$1,091) and median rent (\$652) ranked, respectively, eighth and ninth among thirteen east San Gabriel Valley cities, which is another apparent indicator of relatively affordable housing in Covina, particularly regarding the rental sector.

- s. Generally, Covina's many apartments and mobile homes, as illustrated by Census "rental" data, serve as an important source of affordable housing.
- t. As of 1989, 20.8% of all households were lower income in status (incomes below 80% of County median) and were paying more than 30% of their incomes on housing (the typical affordability standard). Also, 60% of all overpaying lower income households were very low income, the most needy segment, and almost 80% of the "overpaying very low" households were renters.
- u. The fact that housing overpayment increased in the '80s shows that the City should continue to support and, where possible, expand its rent subsidy and other housing programs.
- v. In 1990, despite Covina renters on average paying higher proportions of their incomes on housing than in 1980, in the '80s the median mortgage payment jumped a great deal more than the median rent (174.1%, as opposed to 118.1%). This trend occurred throughout the State.
- w. In Covina and elsewhere, two negative effects of the widened gap between wages and housing costs were overcrowding and illegally constructed dwelling units. However, one explanation for the proliferation of these problems is that more extended families, the living arrangement in which many incoming ethnic residents are accustomed, desire to live together.
- x. For some lower income households, in the early '90s, the housing overpayment burden may have been at least somewhat alleviated because of lower interest rates, stabilizing rents, and rising incomes.
- y. In terms of educational achievement, 82.5% of the population (persons 25 and over) graduated from high school and/or completed some college and 16.4% of the persons received a bachelor's degree and/or completed some graduate level work.

## D. HOUSEHOLD CHARACTERISTICS

### 1. Tenure (Owner- and Renter-Occupied Dwelling Units)

#### a. General information

Tenure refers to whether an inhabited dwelling unit is owner- or renter- occupied and is another useful indicator used in defining a community's housing situation. In most suburban-type cities such as Covina, a majority of the single-family detached as well as condominium/townhome units are owner-occupied. And except for a few units with on-site owners, virtually all apartments tend to be renter-occupied. Also, mobile homes generally are owner-occupied. Mobile home occupants typically own their coaches and rent/lease the underlying space in their respective mobile home parks.

According to the most recent Census, in 1990, 58.1% of Covina's total dwelling units were owner-occupied and 41.9% were renter-occupied. The following table lists tenure percentages for single-family detached housing, condominiums (excluding townhomes), and mobile homes. Unfortunately, the Census does not list tenure information for what the City considers single-family attached (or all condominium and townhouse complexes) and apartment units.

**TABLE 43. TENURE OF DIFFERENT HOUSING TYPES IN COVINA, 1990**

<u>HOUSING TYPE</u>	<u>PERCENT-OWNER OCCUPIED</u>	<u>PERCENT-RENTER OCCUPIED</u>
1. Single-Family Detached	85.5	14.5
2. Condominium	75.8	24.2
3. Mobile Home	86.1	13.9
4. All Housing	58.1	41.9

Because of the tremendous amount of apartment construction that took place in the '80s and because of a rising incidence of single-family detached absentee ownership, in the previous decade, Covina became a more rental-oriented community. This change is illustrated in the table below:

**TABLE 44. CHANGES IN COVINA TENURE PERCENTAGES DURING 1980s**

		1980		1990	
		<u>OWNER OCCUPIED</u>	<u>RENTER OCCUPIED</u>	<u>OWNER OCCUPIED</u>	<u>RENTER OCCUPIED</u>
1.	All Housing Units	62.3	37.7	58.1	41.9
2.	Single-Family Detached	88.6	11.4	85.5	14.5

Moreover, the following table compares Covina tenure (all housing units) with surrounding cities and ranks the communities in order of the highest percentage of owner-occupied units.

**TABLE 45. TENURE PERCENTAGES FOR COVINA AND SELECTED EAST SAN GABRIEL VALLEY CITIES, 1990**

<u>CITY</u>	<u>TOTAL DWELLING UNITS*</u>	<u>PERCENT-OWNER OCCUPIED</u>	<u>PERCENT-RENTER OCCUPIED</u>	<u>RANK OF HIGHEST O-O/ LOWEST R-O</u>
Azusa	13,348	48.2	51.8	13
Baldwin Park	17,350	60.1	39.9	10
Claremont	10,947	69.8	30.2	6
COVINA	16,020	58.1	41.9	11
Diamond Bar	17,741	85.7	14.3	2
Duarte	6,847	69.3	30.7	7
Glendora	17,116	73.9	26.1	5
La Puente	9,479	60.9	39.1	9
La Verne	11,201	75.0	25.0	4
Pomona	38,928	57.4	42.6	12
San Dimas	11,724	76.2	23.8	3
Walnut	8,320	90.9	9.1	1
West Covina	<u>31,283</u>	<u>66.7</u>	<u>33.3</u>	8
Average	16,177	68.6	31.4	
Los Angeles County	3.2M	48.2	51.8	

\*1992 Figures

Compared to similar, surrounding cities, then, Covina has a low ownership/high rental ratio. This is not surprising in that several previous sections of the Housing Study have identified and discussed Covina's relatively high number of apartment complexes. Although the City's "tenure situation" could be interpreted by some as symptomatic of resident transience and therefore community "instability," a high rental percentage underscores Covina's provision of various housing opportunities for all economic segments.

b. **By persons per unit**

In 1990, Covina had a persons per household ratio (which is similar to persons per occupied dwelling unit) of 2.74. The resident per unit ratio for owner- and renter- occupied housing units are, respectively, 2.90 and 2.53. Generally, owner-occupied housing units have higher ratios because they tend to be comprised of houses, condominiums, and townhouses, which, in turn, are more likely to be inhabited by families than apartments. Table 46 below compares Covina's tenure by persons per unit with the selected surrounding communities.

**TABLE 46. TENURE BY PERSONS PER UNIT FOR COVINA AND SELECTED EAST SAN GABRIEL VALLEY CITIES, 1990**

CITY	OWNER-OCCUPIED PERSONS PER <u>DWELLING UNIT</u>	RANK	RENTER-OCCUPIED PERSONS PER <u>DWELLING UNIT</u>	RANK
Azusa	3.10	8	3.24	5
Baldwin Park	4.06	2	4.25	1
Claremont	2.87	13	2.26	13
COVINA	2.90	11	2.53	12
Diamond Bar	3.21	6	2.97	7
Duarte	3.19	7	2.76	8
Glendora	2.96	9	2.65	9
La Puente	4.23	1	3.80	2
La Verne	2.89	12	2.62	11
Pomona	3.47	4	3.59	4
San Dimas	2.93	10	2.64	10
Walnut	3.71	3	3.71	3
West Covina	<u>3.25</u>	5	<u>3.03</u>	6
Average	3.29		3.08	
Los Angeles County	2.99		2.83	

Table 46 shows that both owner- and renter- occupied housing units in Covina tend to be inhabited by smaller numbers of persons than in surrounding cities. The data, then, points to Covina as not having major overcrowding problems. (However, as discussed in the following section, overcrowding does exist in Covina and has proliferated in recent years.) The fact that Covina's owner-occupied housing ratio is low may be indicative of a high incidence of aging couples with 1 or 2 children remaining and "empty nesters" (couples whose children have all moved out).

It was stated above that Covina's 1990 overall persons per household figure was 2.74 (as of this writing, the State Finance Department's 1992 estimate is 2.75). This was up slightly from 1980, when an average of 2.72 persons composed each household. The increase in the local average household size, though not significant, is consistent with what is occurring regionwide. In Los Angeles County, during the '80s the figure increased from 2.69 to 2.91. All southern California counties, in fact, had 1990 ratios that were greater than in 1980. This trend is attributed to big increases in the cost of housing plus structural changes in the regional economy (often having led to layoffs or resulting in persons working in low-wage retail and service sector jobs), which has forced many families, particularly lower income ones, to share single housing units and to Latino and Asian immigrants, who commonly live in extended family arrangements. The increase in persons per household sizes is directly related to the proliferation of dwelling unit overcrowding, which is discussed in Section "D2."

c. **By age of householder**

This section breaks down occupancy status by age, typically another noteworthy indicator of housing needs. Although the Census presents this information according to 7 age categories, for simplicity, the Study will present 3 groupings: 15 to 44 (young adult); 45 to 64 (middle age); and 65 and over (senior citizen).

**TABLE 47. TENURE BY AGE OF HOUSEHOLDER FOR COVINA, 1990**

<u>AGE OF HOUSEHOLDER IN OCCUPIED HOUSING UNIT</u>	<u>OWNER-OCCUPIED HOUSING UNITS</u>	<u>PERCENT OF TOTAL</u>	<u>RENTER-OCCUPIED HOUSING UNITS</u>	<u>PERCENT OF TOTAL</u>
15 - 44	3,506	38.9	4,599	70.6
45 - 64	3,411	37.8	1,050	16.1
65 and over	<u>2,103</u>	<u>23.3</u>	<u>862</u>	<u>13.3</u>
Totals	9,020	100%	6,511	100%

Pertaining to the first two groups (15 - 64 age range), the data reveals a total of 6,917 "owner-headed" households and 5,649 "renter-occupied" householders. These two groups constitute the bulk of Covina's population, and the owner-to-renter ratio here (55%/45%) is thus close to the City's previously mentioned overall occupancy status percentages (58.1% owner-occupied to 41.9% renter-occupied). Interestingly, of the younger age group, there are more renters (4,599) than owners (3,506), a likely indicator of the difficulties often faced by potential first-time home buyers. Regarding the senior citizen population, it is interesting to note that 2,103 are homeowners and 862 are renters. Therefore, 71% of the senior households own their own properties, compared to 55% for the other two categories combined and 76% for the "45 to 64" grouping. Moreover, seniors headed 23% of the owner households and 13% of the renter households in the City. Although most senior households own their residences, this analysis does not take into account income/financial conditions. Thus, many senior owners are probably long-time residents who may be equity-rich though cash poor and therefore could be in need of property rehabilitation assistance. And certainly the needs the senior citizen renters, a portion of which, as stated below, are lower income and pay disproportionately high percentages of their incomes toward rent, should be considered as well. These facts underscore the need for the City to continue administering and, where possible, to expand existing rental subsidy and other housing programs. (Refer to Section "I.")

d. **By persons in unit**

Section "D1b" above stated that Covina's owner-occupied and renter-occupied persons per dwelling unit figures are, respectively, 2.90 and 2.53. The following table expands on this topic by showing the number of housing units that correspond to different occupancy sizes.

**TABLE 48. TENURE BY PERSONS IN UNIT FOR COVINA, 1990**

<u>OCCUPANCY SIZE</u>	<u>NUMBER OF OWNER-OCCUPIED HOUSING UNITS</u>	<u>NUMBER OF RENTER-OCCUPIED HOUSING UNITS</u>
1 Person	1,567	1,931
2 Persons	3,044	1,798
3 Persons	1,703	1,102
4 Persons	1,483	903
5 Persons	673	489
6 Persons	333	163
7 or More Persons	<u>217</u>	<u>126</u>
5 or more persons	1,223	777

Table 48 confirms that owner-occupied housing are more likely to have two or more persons per unit than rental dwellings. Also, the high "two-person owner-occupied" category probably is indicative of many "empty nesters." A "five or more" category is included in the table because various Federal housing statutes relating to rent subsidy and other programs define this occupancy size as the threshold for "large families." Programs are discussed in detail in Section "I" below.

e. **By number of bedrooms**

Table 49 shows the numbers of dwelling units by tenure, broken down according to unit size.

**TABLE 49. TENURE BY BEDROOMS FOR COVINA, 1990**

<u>NUMBER OF BEDROOMS</u>	<u>NUMBER OF OWNER-OCCUPIED HOUSING UNITS</u>	<u>NUMBER OF RENTER-OCCUPIED HOUSING UNITS</u>
No Bedrooms	0	395
1 Bedroom	413	2,550
2 Bedrooms	1,499	2,488
3 Bedrooms	5,209	857
4 Bedrooms	1,697	221
5 or More Bedrooms	189	0

Not surprisingly, Table 49 shows that owner-occupied housing units, which again generally are detached houses, condominiums, and townhomes, are larger than rentals, they commonly being apartments. Most owner-occupied residences are 3 or 4 bedrooms in size, while rental dwellings generally have 1 or 2 bedrooms.

2. **Overcrowding**

a. **General information, overall in City, and by tenure**

Overcrowding is another housing descriptor and, in significant amounts, indicates housing problems in a community. The Federal government defines overcrowding as an occupied housing unit with 1.01 or more persons per room (excluding bathrooms, laundryrooms, hallways, and garages). In Covina in 1990, according to the Census, 1,401 or 9.0% of the City's occupied dwelling units were overcrowded. The incidence of overcrowding is much higher in rentals. While 30.5% of the units (a total of 428) are owner-occupied, almost 70% (973 dwellings) are inhabited by renters. Or, 14.9% of all occupied rentals are considered overcrowded, but only 4.7% of the occupied owner-oriented units have high tenant counts. Because apartments comprise most of Covina's rental units, it is believed that a majority of the overcrowded rental-occupied dwellings are apartments.

The following table compares Covina's owner- and renter- occupied overcrowding percentages with surrounding communities:

**TABLE 50. OWNER-OCCUPIED AND RENTER-OCCUPIED OVERCROWDING PERCENTAGES FOR COVINA AND SELECTED EAST SAN GABRIEL VALLEY CITIES, 1990**

<b>CITY</b>	<b>PERCENT OWNER OCCUPIED UNITS <u>OVERCROWDED</u></b>	<b>RANK</b>	<b>PERCENT RENTER OCCUPIED UNITS <u>OVERCROWDED</u></b>	<b>RANK</b>
1. Azusa	11.0	5	29.2	4
2. Baldwin Park	28.2	1	44.1	1
3. Claremont	2.1	13	5.8	13
4. COVINA	4.7	9	14.9	7
5. Diamond Bar	5.5	8	10.1	10
6. Duarte	11.7	4	20.6	5
7. Glendora	4.5	10	10.0	11
8. La Puente	26.0	2	36.1	2
9. La Verne	2.3	12	10.7	9
10. Pomona	16.2	3	34.5	3
11. San Dimas	2.8	11	7.4	12
12. Walnut	9.1	6	14.0	8
13. West Covina	<u>8.9</u>	7	<u>20.1</u>	6
Average	10.2		19.8	
Los Angeles County	10.4		27.5	

When compared to surrounding cities, then, Covina's owner- and renter- occupied overcrowding figures are average. Not surprisingly, there appears to be a fairly strong correlation between the two rankings. This means that the demographic, economic, and social conditions and circumstances that are unique to a particular community typically affect its owner-occupied and rental housing to a similar degree. Comparing Table 50 with Table 46 (Tenure by Persons Per Unit), it is evident that generally cities with higher persons per unit figures also have greater incidences of overcrowding. However, although Covina has average overcrowding percentages, its persons per unit figures are on the low side. The reasons behind this noteworthy and unusual relation are not clear.

As stated in the discussion preceding Table 50, the 1990 total Covina "overcrowded percentage" was 9.0%. In 1980, the figure was 3.1%, meaning that the problem worsened over the decade--specifically by a whopping 300%. Table 51 below expands on these changes for owners and renters.

**TABLE 51. COVINA PERCENTAGE CHANGES FOR OWNER-OCCUPIED AND RENTER-OCCUPIED HOUSING BETWEEN 1980 AND 1990**

	1980		1990		<b>ABSOLUTE PERCENTAGE INCREASE</b>
	<b>NUMBER</b>	<b>PERCENTAGE OF ALL OWNER OR RENTER OCCUPIED UNITS</b>	<b>NUMBER</b>	<b>PERCENTAGE OF ALL OWNER OR RENTER OCCUPIED UNITS</b>	
Owner-Occupied Overcrowded	177	2.3	428	4.7	141.8
Renter-Occupied Overcrowded	173	3.8	973	14.9	462.4
All Housing Units Overcrowded	350	3.1	1,401	9.0	300.3

The increase, therefore, has been most dramatic in the rental sector. As expected, this trend is not unique to Covina. In all of Los Angeles County, for example, total overcrowding during the '80s surged by 88%. (The percentage of overcrowded owner-occupied units increased from 6.6% of the total to 10.4%; the proportion of overcrowded renter-occupied units rose from 15.5% to 27.5%.) The Census revealed that almost one in five County occupied housing units were overcrowded. And this problem does not reflect an estimated 40,000 households (countywide) living in illegally converted garages and other accessory structures and approximately 48,000 homeless persons.

In the '80s, Covina and other communities experienced big increases in overcrowding because of various factors such as changing demographic and cultural trends and the combination of significant jumps in housing costs and declining wages (often a result of structural shifts in the regional economy). Refer back to Section "D1b" for the discussion on this latter reason. Generally, as housing costs rose and many renters became unemployed or underemployed, they could not continue paying rent, and therefore found themselves teaming up with other households. Regarding the cultural shift factor, many Latino and Asian households, the number of which grew tremendously in Covina during the previous decade, live according to extended family arrangements. On the other hand, some may attribute overcrowding increases to an inability of the housing construction market to function efficiently--or the fact that in many areas housing development, because of "NIMBYISM" and other factors, has not kept pace with population increases. For example, in the '80s in Los Angeles County, while the population increased by 18.5, the number of housing units rose by only 10.8%. This trend has occurred, to varying degrees, in many parts of the County. In fact, some cities in southeast Los Angeles County that had major population gains actually lost dwelling units. However, Covina's 1980s growth illustrates that the proliferation of overcrowded units is not attributable to market forces alone. Specifically, although the City's overcrowding rose by over 300%, between 1980 and '92, the percentage increase in housing construction (27.0%--this figure is exclusive of a major County annexation) generally matched the local ("nonannexation-related") rise in population (28.7%).

Regardless of its exact causes, overcrowding is not only a serious housing problem but a health and safety concern that warrants attention in the General Plan update process. If left unchecked, overcrowding, particularly when coexistent with declining private property conditions (Section "B4"), could lead to a deteriorating community appearance and image and to infrastructure and service deficiencies. For these reasons and because up to this point Covina has not had a strategy for confronting the problem, appropriate "overcrowding mitigation" goals, objectives, policies, and programs will be incorporated into the Housing Element document. However, the City will have to act legally and exercise good judgement in this area, as recent court case decisions have imposed at least some constraints on local governments' ability to regulate the maximum number of persons that may reside in a dwelling unit.

**b. By year structure built and location**

The Census revealed that all but 47 of the 1,401 identified overcrowded units were constructed after 1940. The 47 pre-1940 units predominantly are wood frame, single-family homes, though a few are of stucco composition. The remainder or a majority of the units, then, were built after 1940. (Unfortunately, the Census does not get any more specific.) It is believed that overcrowding exists in dwelling units of all ages, though is most common in older and less expensive structures. The focus of the problem, then, probably is the housing built between 1940 and 1970.

Regarding location, currently it is difficult to pinpoint exactly where the overcrowded housing is located because, as of this writing, Census Block and Tract housing data is not available. However, inasmuch as a higher proportion of apartments than houses are overcrowded, it is assumed that a majority of the overcrowded units are in and around the downtown and in other districts where multiple family housing prevail. "Owner-occupied" overcrowding probably exists all over the City.

**3. Existing and Future General and Special Housing Needs**

**a. According to Regional Housing Needs Assessment (RHNA)**

**1) General information**

State planning law requires local governments in the housing element update process to address what is called their share of the regional housing need. The local government share of the regional housing need consists of various housing-related figures listed in SCAG's Regional Housing Needs Assessment (RHNA), one of four SCAG regional planning documents. Generally, the RHNA is based on SCAG's Growth Management Plan (GMP) and serves as a housing needs accommodation tool for the agency's overall growth management efforts. For clarification on SCAG reports, refer to Section "J" of the Land Use Background Study.

The basic purposes of the RHNA are to require local governments to address their present housing priorities and to ensure that all future economic segments can be accommodated by planning for all types of housing growth, thereby facilitating the implementation of local, regional and State housing goals and policies. State housing law calls for councils of government or SCAG-type regional planning organizations to prepare, subject to State Department of Housing and Community Development (HCD) approval, what are documented as existing and future housing needs for all local governments within their respective areas, and the cities and counties must, in turn, incorporate both sets of numbers in their housing elements as a basis for housing needs analyses. The State understandably has an interest in insuring local RHNA implementation because, as explained in the Introduction above, City and County actions and programs are the primary vehicle for California housing goal and policy realization. Two ways that the State monitors local housing element activities are by reviewing draft and adopted elements (however, their comments are advisory to cities) and by reviewing local governments' required annual reports to their respective legislative bodies on the status of overall general plan and RHNA fulfillment or housing element implementation.

As stated above, RHNA figures are divided into two components: existing needs and future needs. Existing needs refer to households with incomes of 80% or less of the County median income and paying more than 30% of that income toward a house payment or rent. (This is the same criteria that determines HUD Section 8 rental housing assistance eligibility.) Local governments must address their identified existing needy households through appropriate policies and programs such as rent subsidies and property rehabilitation. Future needs, on the other hand, mean the number of dwelling units that should be added to a locality's housing stock to accommodate population growth, to meet vacancy rate goals, and to compensate for anticipated demolitions. In order for the needs of all economic segments to be addressed, the housing unit "target" is broken down according to the standard four economic groups (very low, low, moderate, and high income). The intent here is to ensure that a community plans for or attempts to accommodate a variety of dwelling units--in other words, new housing that theoretically would be affordable to persons of all income levels. A new unit's rent or mortgage, as stated in Section "C" above, determines to which income group the unit is assigned. In computing future housing needs or the distribution of regional housing needs to cities and counties within its jurisdiction, SCAG considers a State-prescribed criteria, which includes market demand for housing, employment opportunities, availability of suitable sites and public facilities, commuting patterns, and type and tenure of housing need. Also, the distribution must seek to avoid further "impaction" of jurisdictions with relatively high proportions of lower income households. (In fact, reducing lower income impaction is stated throughout the RHNA as an important function.) The existing housing needs, on the other hand, are based on 1980 Census data, with adjustments for population growth.

According to the RHNA, future needs numbers, the regional housing document's focus, are defined as "an identification of regional housing need and an allocation of it by jurisdiction," not as development quotas. This means that although a community must make a reasonable effort to accommodate the additional housing by planning for it or identifying adequate sites, where "future needs exceed resources" or where the number of constructed dwelling units pertaining to one or more income groups falls short of the RHNA target(s) because of physical constraints, infrastructure or service unavailability, economic/market

conditions, or other factors, the City may legally accept the actual number of units that are built. In a nutshell, Covina must plan for but is not required to meet its RHNA targets. Therefore, as stated above, while a key purpose of the Housing Element process is to assist both RHNA-identified future as well as existing housing needs, State housing law recognizes that cities will have various controllable and uncontrollable constraints that preclude fulfillment of RHNA numbers.

The RHNA implementation timeframe is 5 years, generally conterminous with the HCD-directed general housing element preparation and follow-through cycle. The current housing element cycle began July 1989 and originally was to run until June 1994. Section "D3a2" below lists Covina's RHNA existing and future housing needs and describes how well implementation has proceeded. However, as stated in the Introduction to this Study above, in October 1993 the Governor signed a bill extending the current general housing element implementation period by two years to June 1996 (in response to a previous Legislative cut in funding for start-up of the revised RHNA.) Because this bill technically does not affect the RHNA timeframe and because the legislation was approved at the eleventh hour of Covina's housing element preparation process, the City's below "future needs" strategy is based on the original 1989 to 1994 period. In accordance with the Legislature's intent, during the two-year "gap" period, the City will continue implementing its Element and will address any unmet RHNA and/or other needs and address any underutilized or dormant policies or programs.

Finally, the RHNA emphasizes that in addressing future housing needs a city cannot use any growth management programs as grounds for not meeting its fair share allocation and must look beyond existing zoning density limits when planning for accommodating the subject numbers. This will not be a problem for Covina because currently there are no development ceilings and, in accordance with State housing law, the community's below mentioned RHNA strategy absorbs the entire housing allocation by both acknowledging what has been built since July 1989 (the beginning of the current RHNA period) and by planning to deal with outstanding deficiencies or showing how the deficient dwelling unit income categories could be made up through development on various now-vacant or underutilized sites. Again, despite the importance of community implementation of the RHNA in meeting local, regional, and State housing goals, the law gives cities relief from meeting their future housing development obligation when "needs exceed resources." (This point is clarified below.) Also, although HCD must review both draft and adopted housing elements, their comments are advisory only. (However, if HCD determines that a local housing element does not comply with State housing element law, then the community in question could have greater difficulty qualifying for State housing-related programs.) Nevertheless, Covina, as stated earlier, must and will attempt to meet all RHNA targets and meet its special housing challenges to the greatest extent possible and have a legally sound Element. Failure to follow through in this manner could result in State Attorney General- or private party-initiated litigation, which would be detrimental to both the City and the Redevelopment Agency from a variety of standpoints, such as a potential loss of Agency-generated housing funds. Thus, existing and potential City and Redevelopment housing programs and efforts could be greatly impacted.

## 2) Identified housing needs

As stated in the previous section, the City is required to fulfill its RHNA existing and future housing needs. These needs are discussed below:

### a) Existing needs

Again, existing needs are defined as very low income (earning 0%-50% of County median family income) and low income (earning 51%-80% of County median family income) households paying more than 30% of their incomes towards a mortgage or rent. Such households generally require some type of housing payment subsidy, a common function of local and HUD (Federal government) housing programs. Although the existing needs numbers are based on 1988 (i.e., old) data, the City is required to use these figures because they are a component of the current RHNA, which, as stated above, runs through June 1994. However, for informational and comparative purposes, "draft existing needs" relating to the Draft 1994 RHNA are also presented below. These tentative needs were released in mid-1992 and technically

better reflect Covina's current "housing needs situation" because the data is based on the 1990 Census. Again, although the City currently is not required to address the '94 figures, these numbers also serve to provide a look into the community's future housing obligations.

The current (1988) RHNA figures, which the City now must address in the Revised Housing Element, are as follows:

**TABLE 52. COVINA 1988 RHNA EXISTING HOUSING NEEDS BY TENURE**

<u>TENURE</u>	<u>INCOME CATEGORY</u>		<u>TOTAL</u>
	<u>VERY LOW</u>	<u>LOW</u>	
Owners	414	254	668
Renters	<u>1,276</u>	<u>675</u>	<u>1,951</u>
Total	1,690	929	2,619
Total 1988 Households		- 15,710	
Total 1988 Lower Income Households		- 5,216	

Table 52 shows that the SCAG-identified incidence of lower income housing overpayment is much higher for renters than for owners. This situation is found in most San Gabriel Valley communities and was discussed in detail in Section "C6" above. The remaining portion of this section explains how and to what extent the City of Covina has addressed its RHNA existing housing needs. Table 53 lists the number of Covina households that, as of November 1992, received housing rental assistance. For an in-depth housing program discussion, refer to Section "I" at the end of the Study.

**TABLE 53. NUMBERS OF COVINA HOUSEHOLDS RECEIVING HOUSING PAYMENT ASSISTANCE, NOVEMBER 1992**

PROGRAMS	<u>NUMBER OF HOUSEHOLDS</u>		
	<u>TOTAL</u>	<u>VERY LOW</u>	<u>LOW</u>
A. <u>FEDERAL</u>			
1. HUD Section 8 (Rental Subsidy - Various Locations)	252	169 1	83 1
2. HUD Section 236 (Below Market Rate - One Complex)	168	113 1	55 1
B. <u>CITY OF COVINA</u>			
1. Rental Subsidy	87	87	0
2. Revenue Bond (Below Market Rate - Shadow Hills Complex)	44	25	19
3. Special Developer Agreement (Below Market Rate - Village Green Complex)	<u>56</u>	<u>38</u> 2	<u>18</u> 2
Total	607	432	175

- 1 An estimate that assumes two-thirds of the program recipients are very low income. Actual data on very low/low distribution is not available.
- 2 The apartment complex in question actually has 140 units, though 61 of the households receive rental subsidies (B1) and 23 get Section 8 assistance (A1). To avoid duplication, these "crossover" households have not been considered here.

Therefore, currently 607 lower income Covina households receive some type of rental assistance--assistance that limits their rental payments to below market rates and, in some cases, to not more than 30% of their monthly incomes. Of the 607 households in question, 187 or 31% are assisted through Covina programs. Although the Federal program "low" and "very low" household percentage breakdowns, as stated in the table, is based on an estimate, all Covina Rent Subsidy Program applicants are very low income, and most of the 44/applicable Shadow Hills households are very low income too. No assistance has been provided to lower income owners.

In terms of how well Covina has addressed its RHNA "current needs" obligation (refer back to Table 52 for clarification), again, 2,619 "needy" households (668 owner and 1,951 renter) were identified by SCAG. Of the 607 households currently receiving rental assistance, 88 (14.5% of total) have been added since 1989, the beginning of the current RHNA period. (These 88 households are comprised of 14 "Section 8" residences and 74 additional persons or families receiving City-sponsored rental assistance.) Therefore, the City has not been able to fulfill all RHNA existing needs up to this point (which covers the first three years of the 1988 RHNA process). A shortfall has occurred primarily because of limited private development caused by the early 1990s economic slowdown, City funding limitations and budget constraints, and policy commitments at all levels of government. However, the City of Covina, through its rent subsidy efforts and rehabilitation and other programs (discussed in Section "I" below), has made and will continue to devote as much of its resources toward housing assistance as possible. But these resources or housing program expansions over the next two years (of the current RHNA process) realistically will not eliminate the current deficiency. Again, refer to Section "I" for a more thorough discussion of Covina's current and future housing strategies for dealing with RHNA existing and other needs.

One final, noteworthy point regarding RHNA existing housing needs is that Covina's allocation (2,619 households) probably is too high, or in accordance with a RHNA provision, could be reduced. According to SCAG methodology and policies, the proportion of 1988 lower income households "overpaying" for shelter is assumed to have been the same as it was in 1980 (then the most recent Census data). This means that the number of lower income households in need theoretically could be adjusted downward by the number of additional households assisted by subsidy programs since 1980 that reduced shelter payments to no more than 30% of household income. The number of "additional households" is not known (applicable 1980 data is not available), though estimated to be around 200. Therefore, the extent of Covina's deficiency in meeting existing needs actually is a little less severe than the numbers indicate. Nevertheless, no formal adjustment will be made because of a lack of defensible 1980 "housing overpayment" information.

Table 54 below shows the updated/1989 RHNA existing needs figures that more closely reflect Covina's current situation and will be used as the basis for the 1994 Needs Assessment figures. As stated above, these numbers are provided here for informational and discussion purposes only. The City need not address the number until 1996, when an update of the Housing Element to incorporate the revised RHNA will be needed. (It will be recalled from the introduction to this section that, in accordance with a recently signed bill, implementation of the revised RHNA figures has been postponed by two years.)

**TABLE 54. COVINA DRAFT 1994 EXISTING HOUSING NEEDS BY TENURE**

<u>TENURE</u>	<u>INCOME CATEGORY</u>		
	<u>VERY LOW</u>	<u>LOW</u>	<u>TOTAL</u>
Owners	406	427	833
Renters	<u>1,542</u>	<u>852</u>	<u>2,394</u>
Total	1,948	1,279	3,227
Total 1989 Households	-	15,488	
Total 1989 Lower Income Households	-	5,254	

The total number of "in need" households for the Preliminary RHNA, therefore, constitutes a 23% increase over the current/1988 number (again, which is extrapolated from 1980 data). It should also be noted that in 1996 the Table 54 figures will be adjusted upward to reflect the '96 population.

**b) Future needs**

As stated in Section "3a" above, RHNA future needs are the additional very low, low, moderate, and upper income housing units that a community must attempt to accommodate or at least plan for to address predicted growth, to compensate for anticipated demolitions, and to achieve an ideal vacancy rate, thereby achieving State and regional housing goals and policies and addressing the City's "share of the regional housing need." Future housing needs, then, are a key component of a jurisdiction's housing strategy because they serve as the basis for the City's five-year housing policies and programs.

Listed in Table 55 below are Covina's present "future needs" obligation. Again, the current RHNA applies from July 1989 through June 1994 (though the overall element process has been extended to June 1996).

**TABLE 55. COVINA 1988 RHNA FUTURE HOUSING NEEDS FOR JULY 1989 THROUGH JUNE 1994.**

<u>INCOME CATEGORY*</u>				
<u>VERY LOW</u>	<u>LOW</u>	<u>MODERATE</u>	<u>UPPER</u>	<u>TOTAL</u>
150	191	173	462	976
15.4	19.6	17.7	47.3	100%

\*As defined in the introduction of Section "3a," income categories are as follows: very low, affordable to households earning up to 50% of the Los Angeles County median family income; low, 51%-80%; moderate, 81%-120%; and upper, 121% and above. The 1992 County median family income is \$42,300.

Table 56 provides a year-by-year breakdown of the number of dwelling units by income category that have been constructed in the City of Covina since July 1989 and an estimate of current (1992-93) fiscal year construction potential.

**TABLE 56. NEW COVINA DWELLING UNITS BY FIRST FOUR YEARS BY INCOME CATEGORY FOR CURRENT RHNA PERIOD**

<u>INCOME CATEGORY</u>					
<u>YEAR</u>	<u>VERY LOW</u>	<u>LOW</u>	<u>MODERATE</u>	<u>UPPER</u>	<u>TOTAL</u>
7/89 - 6/90	0	0	135	39	174
7/90 - 6/91	0	0	34	85	119
7/91 - 6/92	0	0	21	26	47
Subtotal (1)	0	0	190	150	340
7/92 - 6/93 (2)	0	0	7	38	45
Total	0	0	197	188	385

1 What was actually built.

2 Units, as of mid-November 1992, that have recently been completed, that are presently under construction, or that are expected to be completed between November 1992 and June 1993.

TABLE 56 housing data is based on various files in Covina's Planning and Building Divisions of the Community Development Department. Each already-constructed or soon-to-be completed housing unit has been assigned to one income category based on the relation of the actual or anticipated housing costs to a State-designated criteria. This criteria is illustrated below:

**TABLE 57. LOS ANGELES COUNTY MAXIMUM MONTHLY HOUSING COSTS BY UNIT SIZE FOR VARIOUS INCOME GROUPS, 1992\***

<u>INCOME GROUP</u>	<u>UNIT SIZE</u>	<u>MAXIMUM MONTHLY RENT</u>	<u>MAXIMUM MONTHLY HOUSING MORTGAGE</u>
Very Low	Studio	\$ 370	\$ 370
	1 Bedroom	\$ 423	\$ 423
	2 Bedroom	\$ 476	\$ 476
	3 Bedroom	\$ 529	\$ 529
	4 Bedroom	\$ 571	\$ 571
Low	Studio	\$ 444	\$ 518
	1 Bedroom	\$ 508	\$ 592
	2 Bedroom	\$ 571	\$ 666
	3 Bedroom	\$ 635	\$ 740
	4 Bedroom	\$ 685	\$ 799
Moderate	Studio	\$ 814	\$ 950
	1 Bedroom	\$ 930	\$ 1,086
	2 Bedroom	\$ 1,047	\$ 1,221
	3 Bedroom	\$ 1,163	\$ 1,357
	4 Bedroom	\$ 1,256	\$ 1,466

\* The criteria is based on a recommended State formula that is illustrated in APPENDIX B.

In terms of computing costs and assigning income categories for the recently or soon-to-be-constructed housing units, the following three assumptions have been made:

1. APARTMENTS/RENTALS - According to a recent Planning Division rental survey, approximate current rents for newly constructed units (i.e., within last 3 years) are:
  - a. 1 Bedroom - \$775
  - b. 2 Bedroom - \$890
  - c. 3 Bedroom - \$995

Referring to Table 57, therefore, all such units are considerate "moderate."

2. CONDOMINIUMS/TOWNHOUSES - Based on sales prices and estimated approximate monthly mortgage costs, units or complexes have been designated either "moderate" or "upper."
3. SINGLE-FAMILY/DETACHED HOUSES - Based on estimated sales prices and monthly mortgage costs, houses have been designated either "moderate" or "upper."

Based on both Tables 55 (identified current RHNA future housing needs) and 56 (what will have been completed by June 1993), Table 58 below illustrates to what extents the City has met the four housing income group categories.

**TABLE 58. COMPARISON OF NEW COVINA DWELLING UNITS THAT WILL HAVE BEEN CONSTRUCTED FROM JULY 1989 TO JUNE 1993 TO RHNA FUTURE HOUSING TARGETS**

<b>STANDARD</b>	<b>INCOME CATEGORY</b>					<b>TOTAL</b>
	<b>VERY LOW</b>	<b>LOW</b>	<b>MODERATE</b>	<b>UPPER</b>		
RHNA Target	150	191	173	462	976	
City Accomplishment	0	0	197	188	385	
Deficiency or Difference	-150	-191	(+24)	-274	615	

According to Table 58, then, upon completion of the first four years of the RHNA period (in June 1993), the City will have met only one of the four income targets. The "very low," "low," and "upper" RHNA numbers have not been fulfilled primarily because of physical constraints, City funding limitations and policy commitments, a lack of private sector construction of affordable housing, and the current national economic downturn, which has had a negative impact on a variety of potential housing development forces. What has occurred, then, is that "needs" have exceeded "resources," a situation that, according to State housing element law, the City may accept without penalty.

Despite these deficiencies, as illustrated in Table 53 above, currently 607 lower income Covina renters receive either Federal or local rental assistance. Also, during the previous RHNA period (1983 to 1988), the City aided in the construction of 188 lower income units, 140 Village Green complex apartments plus 44 units in the 216-unit Shadow Hills apartments (market rate) facility. Moreover, considering Covina's recent housing development, current programs available to lower income households, and existing General Plan and Zoning policies and standards, City officials believe they have acknowledged and made a reasonable effort to comply with the intent of the RHNA future housing needs guidelines.

It should further be noted that the subject 341 very low and low income deficient RHNA future housing needs (the needs that compose the two most critical economic segments) may have been somewhat mitigated by early 1990s stabilizing of rents and rising incomes. (As stated in Section "C6," lower income housing overpayment is most prevalent among renters.) Specifically, a locally conducted rent survey and documented Federal government earnings figures revealed that between 1990 and '93, respectively, the average Covina rental rate remained about the same while the lower income ceiling rose by over 24%. A statistical analysis of these figures determined that 128 additional lower income renter households no longer pay disproportionately high percentages of their incomes on housing, a number that constitutes 37.5% (the quotient of 128 and 341) of the total outstanding lower income needs. According to staff's analysis, then, the early '90s interplay of various economic factors has to a certain extent counteracted problematic 1980s housing payment trends, a noteworthy and beneficial point. For clarification on this study, refer to APPENDIX C.

Notwithstanding the above facts, in accordance with State housing element law, the City should be and is committed to implementing whatever measures are financially and administratively feasible and practical so as to add more affordable housing through the end of the current RHNA period and beyond. Therefore, new housing objectives, policies, and programs that further this goal are presented. Refer to the Housing Element document as well as to the program section of this Study (Section "I") for clarification. In addition, the City intends to comply with the State housing element law requirement to plan to absorb its deficient future needs obligations by identifying sites where 150 very low, 191 low, and 274 upper income dwelling units theoretically could be built. Refer to Section "F" for clarification.

One final "future needs" matter that warrants attention here is what the RHNA refers to as the "gap" factor,

which are other future needs for the 1-1/2 year period from January 1988 to June 1989 that the City also must consider. Basically, the primary, five year needs are suppose to be adjusted either upward or downward, depending on how the jurisdiction's residential construction activity compared to the RHNA "gap adjustment factor." (This adjustment is necessary because the previous RHNA ran through December 1987, while the current Needs Assessment began July 1989.) Fortunately, the City of Covina need not make any modifications to its base future needs allocation because the number of constructed housing units during the gap period (265) slightly exceeded the City's allotted "gap" number (257). Unlike the common, 5-year housing needs, the RHNA does not break down the gap number into economic segments.

b. **According to Comprehensive Housing Affordability Strategy (CHAS)**

1) **General information**

Government agencies seeking Federal Community Development Block Grant (CDBG) and other monies must have a HUD-approved Comprehensive Housing Affordability Strategy (CHAS), which supplements the housing element/RHNA process by addressing the housing, economic, and social service needs of low income residents. According to CHAS law, which is based on the National Affordable Housing Act of 1990 and replaced the HAP (Housing Assistance Plan) process, the population of a participating local government must be at least 50,000. Because Covina's resident count as of 1992 (43,442) is below this threshold, the City, along with 47 other Los Angeles County municipalities, contracts with Los Angeles County to receive a CDBG allocation. The funds are distributed to cities on the basis of a HUD formula that takes into account population, the extent of poverty, and the amount of overcrowding. (The County agency responsible for administering the CHAS is the Community Development Commission (CDC), which also oversees all jurisdictional housing, redevelopment, economic and community development programs.) Besides serving as a tool for obtaining Federal resources, the CHAS also functions as a County housing plan that seeks to produce new and preserve existing affordable housing and to maintain and, where possible, expand low income housing programs for the unincorporated portion of the County and the 48 participating cities. Thus, the County CHAS also identifies the extent to which locally generated housing revenues, such as redevelopment agency 20% set-aside funds, address housing needs. To facilitate housing decisions and to serve as a framework for meeting these ends, the CHAS is structured around the following areas:

a) A Community Profile, which describes:

- 1) The affordable housing needs of very low-income and moderate-income families, homeless families, and individuals and others with special needs who require supportive services;
- 2) The characteristics of the County housing market and the existing stock; and
- 3) The existing programs that address these needs.

b) A Five Year Strategy for Housing Investment, which includes goals, strategies, and programs for addressing various facets of housing. (The CHAS is modelled after State housing element law and therefore operates on a five-year cycle.)

c) A One-Year Plan for applying available resources to the identified needs, which includes a listing of all sources of existing or anticipated funds for the upcoming fiscal year and the numbers of individuals and families that are expected to be assisted through proposed housing production, preservation, and program efforts. (This one year plan serves to facilitate CHAS implementation. The numbers are based on the County's anticipated expenditures plus annual surveys sent out to participating cities. Covina's response to this survey is discussed in the second section.)

As stated above, most of the CDBG Federal funds come from the CHAS program. Just as the County must prepare a CHAS document to receive Federal funds, the City is required to submit to the County its "CHAS Plan" for detailing how the City's CDBG allocation will be spent. Covina and other participating

cities may use the Block Grant funds for various housing, economic development, and community service programs that comply with the CDBG guidelines and/or benefit lower income persons. In other words, a community has flexibility in deciding in what areas funds are to be utilized. Although both the CHAS and the above mentioned RHNA implement the Housing Element, the two items differ in purpose and in function. The RHNA, on the one hand, serves as the benchmark for a housing element action plan by listing various "housing needs targets" that the City must meet or at least plan for. On the other hand, Covina's portion of the CHAS housing targets are defined/set by the City, based, in part, on Redevelopment and Housing Element/RHNA figures and anticipated revenues, and therefore the CHAS functions more as a housing implementation tool. Nevertheless, both plans are of legal importance, look at housing from a County or regional perspective, and are intertwined in the City's effort to address its lower income housing and related needs.

## **2) Identified needs**

According to Covina's portion of the CHAS one-year implementation plan (for October 1, 1991 to September 30, 1992), listed housing priorities were as follows:

- a) Very-Low Income Housing Assistance (through Redevelopment Agency 20% set aside)
  - 1) Rental Assistance - 89 households
  - 2) Single-family rehabilitation - 28 households
- b) Low-Income Housing Assistance (through Redevelopment Agency 20% set aside)
  - 1) Single-family rehabilitation - 5 households

Note: Regarding "a" and "b" above, as indicated in the City's plan or response to the County, \$300,000 was allocated for rental assistance and \$251,390 was to be spent on rehabilitation. Also, \$150,000 and \$184,000 were to be earmarked for, respectively, support services and operating costs, bringing the total local generated fund amount to \$885,000.

- c) CDBG - for various general services such as adult literacy, children's reading, and senior citizen program information - \$38,000

Note: In accordance with City Council policy decisions, Covina has opted to devote its CDBG allocation for the current or 1992-93 fiscal year to various public services, public works projects, such as various street improvements, and administrative tasks. The City's CDBG program is discussed in more detail in Section "I1" of the Study (Existing Programs).

As stated in the previous section, programs "a" through "c" above are combined with resources from Los Angeles County and other participating cities to constitute the entire County CHAS effort. Although Covina must appropriately administer and implement its component or share of monies, the County is responsible for CHAS conformance with overall Federal provisions.

## **c. Homelessness**

### **1) Background discussion and applicable housing element requirements**

Homelessness is a serious social problem in the Los Angeles area as well as around the country. (A homeless person is defined here as an individual who lacks a permanent home.) The problem has increased dramatically since the early 1980s primarily because of rising poverty and a lack of enough low cost housing and, to a lesser extent, insufficient funding for public assistance programs. In metropolitan Los Angeles, poverty rates have risen as the current economic downtown, corporate restructurings, and major cutbacks in the defense, aerospace, and manufacturing sectors have left thousands of persons unemployed. Also, many of the region's new jobs and/or jobs that unemployed persons have had to accept are in low paying service related industries. As stated in Section "C" above, these occurrences have led to a widening gap between wages and housing costs, which has become quite noticeable since 1980. This widening gap

plus diminishing Federal housing expenditures have greatly limited lower income housing opportunities.

Therefore, many individuals and families have been forced to live without adequate shelter. (Also, the severity of the housing affordability problem is magnified when the following are considered: the tens of thousands of persons and families either living in garages and other substandard structures; families and individuals who are doubling or tripling up in apartments; and the large number of lower income households that are paying disproportionately high percentages of their incomes for housing.) Whereas the homeless were once predominantly middle age men, many with substance abuse problems, currently the group includes single women, senior citizens, families with children, persons that are college educated, and/or have employable skills, and formerly middle class individuals and families with long work histories.

The proliferation of homelessness has posed a major problem as well as challenge for all levels of government. In terms of the housing element process, homeless persons are considered a "special housing needs" group that a community must analyze. A local government is supposed to explore various sources and conduct an investigation to identify the extent and nature of any existing homeless population. Both resident and transient persons have to be addressed. Moreover, State housing law requires cities and counties to identify adequate sites within the boundaries of the jurisdiction for emergency shelters and for transitional housing. A shelter provides housing for a short period, generally with limited supplemental services; transitional housing is for an extended period of time and typically includes integration with other social services and counselling programs to assist persons in becoming self-sufficient. As a minimum, the applicable homeless shelter site-identification must include the 1) designation of a zoning district to permit the siting of facilities for the homeless and 2) the adoption of policies, procedures, and/or standards to facilitate shelter and transitional housing development or conversion. (Local governments are not required to actually build homeless-serving facilities, however.)

## **2) Los Angeles area and City of Covina homeless conditions**

It is impossible--and perhaps even unnecessary--to obtain an exact count of the number of people in Los Angeles County without a permanent home. According to the most recent annual report on the status of Los Angeles County homelessness by Shelter Partnership, a nonprofit resource center for homeless shelters founded by the United Way in 1985, on any given night from July 1990 through June 1991 at least 38,400 people and as many as 68,600 persons were homeless. Key governmental agencies that deal with homeless persons, such as the City of Los Angeles Community Development Department and the County of Los Angeles Department of Public Social Services, believe that the above numbers, which are based on adjusted State and County public assistance data, are the most reliable figures available. By comparison, the same survey for the previous year estimated the number of homeless between 36,800 and 59,100--meaning that for the period in question the downturn in southern California's economy and high housing costs increased the Los Angeles County homeless population by at least 4% and as much as 16%.

Shelter Partnership, however, does not compile numbers for the San Gabriel Valley. The only available numbers come from the 1990 U.S. Census, which found 1,145 Valley persons on the streets and living in shelters. However, many local homeless advocates and community officials believe that the actual number is much higher because Census Bureau enumerators would not have been able to count all homeless persons staying in every shelter and, for example, sleeping in every abandoned building or under all freeway segments. Notwithstanding this point, the Census numbers for Covina and the above mentioned twelve comparable cities are discussed below:

**TABLE 59. UNITED STATES CENSUS COUNT OF HOMELESS IN COVINA AND SELECTED EAST SAN GABRIEL VALLEY CITIES, 1990**

<u>CITY</u>	<u>HOMELESS</u>	
	<u>NUMBER IN SHELTERS</u>	<u>NUMBER IN STREETS</u>
1. Azusa	0	0
2. Baldwin Park	0	3
3. Claremont	0	0
4. Covina	50	0
5. Diamond Bar	0	0
6. Duarte	0	0
7. Glendora	0	0
8. La Puente	0	1
9. La Verne	0	0
10. Pomona	211	6
11. San Dimas	0	0
12. Walnut	0	0
13. West Covina	<u>0</u>	<u>0</u>
Total	261	10

As stated above, many cities' homeless numbers have been undercounted, though to what extent is not known. (Over the past three years, the Covina Planning Division has had various discussions with Census Bureau personnel who concur with this assessment.) For example, according to a November 1992 article on the homeless in the Los Angeles Times, although the Census did not count any persons without shelter in West Covina, church groups in that City reported that as many as 100 people crowd into their temporary cold weather shelters each night during the winter.

According to the Census, then, Covina has 50 homeless persons staying in "shelters." (The Census defines a "shelter" as either an establishment set up specifically to assist those without a home or a group quarters facility that, as an ancillary function, houses the homeless. The probable location of Covina's homeless-serving facilities is discussed below.) Although no "homeless on the street" were identified, it is believed, based on Planning Division observations and interviews with Covina Police Department officials, that at any one time there are at least 10 persons without permanent shelter. The non-sheltered homeless generally congregate in the downtown and in various parks. Covina officials believe that many of the City's "street people" are not permanent but transient residents--or passing through to other communities (perhaps that have better aid programs). Also, regarding the type of homeless people in the City, considering both sheltered and unsheltered individuals, it appears that most of the subject population is comprised of single, middle-age men and women, and various family arrangements. As noted above, Covina's "sheltered" count was 50. This number may be high or may have been documented during the opening of a temporary or one-time only shelter at a church or other use. (Refer to Section "Dc3" below for clarification.)

Unfortunately, the Planning Division has not been able to ascertain more detailed information about or specify the specific needs of its homeless population. A key problem, as stated in the following section, is that the administrators of churches and other activities that may take in persons without shelter deny that their facilities are used for this purpose. Moreover, the few homeless or possibly homeless people on the street tend to be sporadic, transient, and difficult to spot. However, based on the few homeless persons that have been seen and on Shelter Partnership information, the needs of Covina's homeless probably center around basic necessities (e.g., food, clothing, and shelter), physical and/or mental health assistance and counselling, and job training. In terms of relating these needs to the Housing Element, Covina should include in the document policies and programs to explore its homeless problem in more detail so that local needs can be addressed to the greatest extent feasible.

**3) Existing homeless facilities in Covina area**

As of late 1992, based on a Planning Division investigation, there are no official homeless shelters in the City of Covina. The above Census-identified and other sheltered homeless persons are believed to stay at:

1. WINGS Facility - A group home that focuses on assisting abused women.
2. Local YMCA
3. Various Churches

As part of its State-required homeless analysis, the Planning Division called the above and other facilities. However, none of contacted institutions indicated that they serve the homeless. (Most of the facilities probably operate as cold-weather-only shelters.) Also, the Census Bureau was not able to disclose Covina's shelter locations. It is believed that the places that serve Covina's homeless provide short-term, emergency accommodations only, not "transitional" services such as counselling and job training. According to the Los Angeles County Department of Public Social Services and the above described Shelter Partnership, virtually all official homeless shelters in or near the San Gabriel Valley are in Pasadena or Pomona. These facilities offer various emergency and, to a limited extent, transitional services for different homeless segments. Also, the communities of Claremont, La Puente, Rowland Heights, and Glendale each have one shelter. In addition, several churches throughout the San Gabriel Valley provide temporary (i.e., one week or so) lodging for the homeless during cold weather and perhaps other periods. It is believed that one or more participating churches are in the City of Covina. But, as stated above, Planning has not been able to identify which one.

Although Covina does not have an official shelter, the City does provide food, general supplies, and shelter referral services to the homeless and to very low income persons through its Covina Area Emergency Aid Program. Shelter referrals generally are made to the Salvation Army, to an official homeless facility, or, if during extreme cold weather, to an area church that participates in the "rotating" program. Covina Area Emergency Aid is a charitable operation that is administered through the City Fire Department and supported primarily by donations from local community service groups, churches, and businesses.

As stated above in the introduction to this topic, besides analyzing the extent and nature of its homeless problem, local governments must also identify sites within the boundaries of the jurisdiction that are suitable for emergency shelters and transitional housing. In order to satisfy this requirement, first of all, homeless shelters and related transitional housing shall be permitted, through the conditional use permit (CUP) process, in the City's "C-P" (Professional Office) and "RD" (Apartment and Condominium) zoning districts. Because currently various types of group homes are allowed in these two zones, homeless facilities could be accommodated as well. Also, it would be appropriate to adopt favorable policies for homeless shelters in the Housing Element and, referring again to zoning, to develop reasonable standards. (As indicated above, however, the City is not required to directly build the homeless-serving operations.)

**d. Disabled persons**

The identification of a large number of disabled individuals in a community is another indicator of a special housing need warranting local consideration. In Covina, the U.S. Census identified 1,972 persons over 15 years of age with a mobility or self-care limitation, 800 of which were 65 or older. Moreover, the Census revealed 2,188 persons between 16 and 64 with some type of work disability. A total of 970 residents over 64 fall into this category. Tables 59 and 60 expand on the above figures:

**TABLE 60. COVINA RESIDENT AGE BY MOBILITY AND SELF-CARE LIMITATION STATUS, 1990**

<u>AGE GROUP</u>	<u>LIMITATION STATUS</u>	<u>NUMBER OF PERSONS</u>
With a mobility or self-care limitation:		
16-64 years	Mobility limitation only	297
	Self-care limitation only	615
	Both mobility and self-care limitations	260
With a mobility or self-care limitation:		
65 and over	Mobility limitation only	409
	Self-care limitation only	148
	Both mobility and self-care limitation	243

**TABLE 61. COVINA RESIDENT AGE BY WORK DISABILITY BY MOBILITY AND SELF-CARE LIMITATION STATUS, 1990**

<u>AGE GROUP</u>	<u>WORK DISABILITY AND LIMITATION STATUS</u>	<u>NUMBER OF PERSONS</u>
16-64 years	( With a work disability:	
	( With a mobility or self-care limitation	561
	( No mobility or self-care limitation	1,627
	( No work disability:	
	( With a mobility or self-care limitation	611
	( No mobility or self-care limitation	25,917
65 and over	( With a work disability:	
	( With a mobility or self-care limitation	628
	( No mobility or self-care limitation	612
	( No work disability:	
	( With a mobility or self-care limitation	172
	( No mobility or self-care limitation	2,700

The Tables illustrate that Covina does have some "disabled" needs warranting mentioning. Of particular concern to the City are lower income disabled seniors that require housing assistance. In fact, as explained below, during the Planning Division's public outreach/citizen input process of the General Plan update, lower income disabled residents, particularly seniors, were frequently noted as segments that should be assisted through existing and new housing programs. In terms of existing Covina policy, although the community does not specifically target housing assistance resources to the disabled, the City attempts to accommodate this segment in administering the rental subsidy and property rehabilitation programs, whenever possible. Such a practice should continue and, if possible, be expanded in the future. Another practice by which the City addresses and will continue to acknowledge senior and all disabled housing needs is through implementing and enforcing Titles 24 and 31 of the State Building Code, which address handicapped accessibility in new and certain remodeled residential developments. Title 31, it should be

noted, contains State regulations adopted from the recently enacted Federal Americans With Disabilities Act (ADA), major, far-reaching legislation addressing this topic. Finally, the City may wish to learn more about its disabled population by contacting public and private organizations that provide services for handicapped persons. (The Covina Planning Division did contact the State Department of Rehabilitation on this matter, though it was discovered that the Department does not compile city-specific information.)

e. **Farmworkers**

State housing policy requires local governments to consider the needs of any farmworkers that reside within their communities. The rationale here is for cities and counties to ensure that farmworkers live in decent, safe, and sanitary housing so that the economic viability of California's longstanding important agriculture industry is sustained. Because Covina is a generally built out/mature, suburban community, farmworker welfare is not an issue. Although the Census, as stated above, identified 230 Covina employees in the "agricultural, forestry, and fisheries" industry, virtually all of these persons are believed to work in administrative functions or in retail or wholesale nurseries. It is possible, however, that a handful of individuals could be employed in the very few remaining east San Gabriel Valley agricultural facilities. But this number of persons, if any, would be very small and therefore not warrant an official City response.

f. **General needs identified through citizen participation efforts**

State housing element law requires a local government to seek public input in the identification of special housing needs when updating a housing element to best shape the development of goals, objectives, policies, and programs. The Covina Planning Division fulfilled this requirement primarily through two questionnaires and two public forums. (The questionnaires each had specific housing queries, while portions of the forums emphasized housing issues.) For details on these two techniques, refer to the subject discussion in the Land Use Study. Also, Section "J" of this Study summarizes all housing-related comments obtained in the questionnaire and public forum processes. The focus of the discussion at hand is on housing needs only.

The most notable identified housing needs, in the apparent order warranting attention, were:

1. Lower income senior citizen households,
2. Lower income non-senior households,
3. Young, first-time home buyers, and
4. Lower income handicapped persons.

Housing needs identified through these processes were not broken down into more specific groups. Numbers 1, 2, and 4 also refer to lower income households/persons that pay disproportionately high amounts of their incomes toward housing, a disclaimer that applies to the same income groups listed in items "g" through "k" below.

g. **Needs identified by City Housing (HCDA) Committee**

The Covina Housing and Community Development Act (HCDA) Advisory Committee makes recommendations to City administration on matters pertaining to lower income housing and related programs, CDBG (Federal Community Development Block Grant) funding, and senior citizen issues. (Again, refer to Section "J" for a summary of all HCDA comments.) When the Planning Division met with this advisory group, the Housing Committee issued the following prioritized listing of what it considered the most needy City groups:

1. Very low income seniors,
2. Incoming, first time buyers,
3. Very low income handicapped persons, and
4. Very low income non-senior households.

**h. Needs identified by Covina Housing Subcommittee of Covina General Plan Update Committee**

The Covina General Plan Update Committee was comprised of City Council and Planning Commission members. The Committee, which gave input to the Planning Division on various issues, was subdivided into three sub-committees, one of which was Housing. Generally, the Housing Subcommittee stated that lower income seniors and lower income non-senior households constituted the primary housing needs. For clarification, see Section "J."

**i. Needs identified by Covina Planning Division through analysis of United States Census and other data**

Based on an analysis of the housing, demographic, social, and economic data and other information presented in Sections "C" and "D1-2" above, the Planning Division believes that the below listed groups are in the greatest need for housing program assistance. The listing is not prioritized.

1. Very low income senior households,
2. Very low income small households,
3. Very low income single parent households with children,
4. Very low income large families,
5. Prospective first-time home buyers, and
6. Handicapped persons, particularly seniors.

**j. Suggested prioritization of needs by Covina Redevelopment Agency.**

As stated in Section "I" (Programs), the bulk of the City's current housing efforts is administered by the Housing Program branch of the Covina Redevelopment Agency (CRA). The following listing constitutes Redevelopment's suggested prioritization of housing needs.

1. Very low income senior citizen households,
2. Very low income large families, and
3. Very low income small families.

(In keeping with its suggested prioritization, as of the beginning of the 1992-93 fiscal year, CRA proposed to expand its very low income senior rental subsidy program, but had no plan of increasing the number of non-senior participants.)

**k. Synthesis of all identified City housing needs**

The following listing of general and special housing needs is based on a synthesis of all needs identified in the above sections. The needs, it must be noted, are not prioritized and are not mutually exclusive.

1. RHNA existing needs,
2. RHNA future (construction/additional housing) lower income construction needs,
3. Homeless persons (limited overall need),
4. Very low-income small families, particularly those headed by single-parent households, overpaying for housing,
5. Very low income senior households overpaying for housing,
6. Very low income large families overpaying for housing,

7. Lower, particularly, very low income, owners of single-family homes in need of rehabilitation assistance,
8. Young, first time homebuyers,
9. Very low income handicapped persons, particular seniors, overpaying for housing, and
10. Aging, deteriorating apartments and houses in need of rehabilitation. (Although not a "human need," this item is nevertheless included here because of its importance.)

As previously stated, programmatic responses to these needs are discussed in full detail in Section "I." Generally, however, additional rental subsidies, particularly for non-senior citizen households, and expanded property rehabilitation programs should be sought. Also, it appears that the City could consider increasing the scope of its housing efforts by, for example, encouraging granny flats and multiple family density bonuses, streamlining the development approval process, starting up or assisting community-based organizations such as nonprofit housing corporations to mitigate multiple-family deterioration, and/or offering incentives for first-time homebuyers, through local financial institutions.

#### **4 . Summary of Key Facts**

- a. In 1990, 58.1% of the City's total dwelling units were owner-occupied and 41.9% were renter-occupied.
- b. During the '80s, Covina became slightly more of a rental-oriented community.
- c. Covina's percentage of owner-occupied units is smaller than that for most surrounding communities.
- d. The City's 1990 overall person per household/occupied dwelling unit ratio was 2.74.
- e. Covina's resident per unit ratio for owner- and renter-occupied housing units are, respectively, 2.90 and 2.53. These figures are below those of most surrounding cities.
- f. Seniors headed 23% of the owner households and 13% of the renter households in Covina. Of all senior households, 71% were owner-occupants, as opposed to 55% for all other age groups.
- g. In terms of what the Federal government defines as large families (5 or more persons in a household), 1,223 were owner-occupied housing units and 777 were renter occupied.
- h. In Covina in 1990, 1,401 or 9.0% of the occupied dwellings were overcrowded. (The Federal government defines overcrowding as an occupied housing unit with 1.01 or more persons per room, excluding bathrooms, laundryrooms, hallways, and garages.) While 30.5% of the overcrowded units were owner-occupied, almost 70% were inhabited by renters. Or, 14.9% of all occupied rentals are considered overcrowded, but only 4.7% of the occupied owner-oriented units have high tenant counts. This points to a matter that warrants appropriate City response.
- i. Compared to other east San Gabriel Valley cities, Covina's "owner" and "renter" overcrowding percentages are average, however.
- j. Pertaining to all dwelling units, overcrowding in Covina increased by 300.3% (350 to 1,401) over the '80s. The percentage increase for renter-occupied units was 462.4% (173 to 973). The high incidence of rental overcrowding typifies what has occurred all around Los Angeles County.
- k. The reasons for increased overcrowding pertain to changing demographic and cultural trends, structural shifts in the regional economy, significant jumps in housing costs, and other factors.

- l. Because a higher proportion of apartments than houses are overcrowded, it is assumed that a majority of the overcrowded units are in and around the downtown and other districts where multiple-family housing prevails.
- m. Farmworker housing is not an issue in Covina. The City is primarily built-out, and there are not believed to be more than a handful of, if any, persons employed in traditional agricultural activities.
- n. The existing regional housing needs that Covina is required to address are: lower income owners, 668 households; lower income renters, 1,951 households.
- o. Through City and Federal government programs, currently 607 Covina lower income renters receive some type of rental assistance. Therefore, the City, because of funding limitations, budget/policy constraints and other factors, is not able to fulfill all existing regional housing needs.
- p. The future regional housing needs that Covina is required to address (or additional income category-apportioned dwelling unit numbers that the City is supposed to have built and/or planned for) are: very low income, 150; low, 191; moderate, 173; and upper, 462.
- q. Because approximately four years of the current five year "regional housing needs" housing element period have elapsed, Covina considers its future housing needs as the number of dwelling units that will have been constructed through June 1993 (the end of the fourth year of the present RHNA process).
- r. Based on 1989-93 development activity, Covina's future housing needs are deficient by the following numbers: very low income, 150 units; low income, 191; and upper, 274. (Covina fulfilled its "moderate" category.) An insufficient number of dwellings were built primarily because of physical and policy constraints, City funding limitations, a lack of private sector actions in the construction of affordable housing, and the 1990-93 national economic slowdown. State housing element law allows cities to acknowledge these factors in evaluating regional housing needs fulfillment.
- s. Despite its inability to fully address the current RHNA targets, currently 607 Covina lower income renters receive either Federal or local rental assistance, in the '80s the City assisted in the financing of two lower income housing projects, and the City has constantly permitted the construction of a variety of housing types. Moreover, Covina's number of unmet lower income housing needs may have been at least partially addressed by an early 1990s phenomenon in which a documented combined leveling off of rents and rising incomes resulted in 128 additional lower income households no longer overpaying for housing.
- t. The City has made up its "future housing needs" deficiencies by, in accordance with State law, planning for or identifying sites around the community where very low, low, and upper income dwelling units theoretically could be built. In addition, the City has stated its intention to incorporate in the revised Housing Element viable policies and programs to reasonably attempt to facilitate future lower income housing construction and accommodate lower income residents.
- u. Covina's Comprehensive Housing Affordability Strategy (CHAS) is a process the City must go through to receive its share of Federal Community Development Block Grant (CDBG) monies, and the program requires the community each year to identify how the CDBG monies will be spent and how many households will be assisted through local rent subsidy and property rehabilitation programs.
- v. Although Covina does not have a serious homeless problem, the homeless persons that do exist in the City should be monitored and, in accordance with State law, local homelessness must be explored in greater detail and Covina must permit homeless-serving facilities.
- w. In terms of handicapped residents, the Census identified 1,972 persons over 15 years of age with a mobility or self-care limitation, 800 of which were 65 or older. The City currently attempts to and should continue to assist lower income disabled persons, particularly seniors, to the maximum extent possible. Also, the City may wish to explore this segment in more detail.

x. The City identified housing needs through various citizen participation techniques such as questionnaires and public forums. Also, there were extensive discussions with City officials who deal directly with housing issues. Seven commonly noted "needy" groups include:

- 1) Very low-income small families, particularly those headed by single-parent households, overpaying for housing;
- 2) Very low income senior households overpaying for housing;
- 3) Very low income large families overpaying for housing;
- 4) Lower, particularly, very low income, owners of single-family homes in need of rehabilitation assistance;
- 5) Young, first-time home buyers;
- 6) Very low income handicapped persons, particularly seniors, overpaying for housing; and
- 7) Aging, deteriorating apartments and houses in need of rehabilitation. (This is not a "human need" but is nevertheless included here because of the importance of the matter.)

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## E. MISCELLANEOUS FACTORS

### 1. Vacancy Rates - General, Overall, and By Tenure

As stated in the above discussion on SCAG's Regional Housing Needs Assessment (RHNA), "ideal" vacancy rates serve as an indicator of housing availability. Theoretically, vacancy rates stabilize housing costs and bolster a local economy by providing housing opportunities for workers in existing, new, and expanded businesses. Again, SCAG's "ideal" owner and renter vacancy rates (or the rates at which a housing market should function most effectively) are, respectively, 2.0% and 5.0%. Although in general not all persons who work in a community will also live there, and vice versa, in Covina, according to Planning's major General Plan Questionnaire, 25% of the City's residents also were employed in the City. For a suburban, "bedroom" city in the east San Gabriel Valley, this is believed to be a fairly high percentage. (However, comparable figures for the surrounding cities are not available as of this writing.) Therefore, Covina is in somewhat of a unique position in that its housing market and job base are more closely related than in other municipalities. See Section "E8" below (Jobs-to-Housing Ratio) for more discussion on this topic.

According to the Census, Covina's 1990 total, owner-and renter-housing vacancy rates are, respectively, 3.6%, 1.0%, and 5.5%. Therefore, considering the vacancy rates that SCAG believes facilitate market operations, the owner sector is a little deficient (ideal being 2.0%) and the renter sector is slightly above average (ideal being 5.0%). Although the City Planning staff is not sure how, if at all, these figures have affected Covina's housing market and economy, it is believed that there has not been any negative impacts on housing prices. As stated in Section "C5" (Housing Prices and Costs), Covina's median housing cost is slightly below the medians of many surrounding cities. Table 62 shows how Covina's owner and renter vacancy rates compare to those in the nearby communities. Also, the table and following discussion will illustrate the strength of the relationship between cities' vacancy rates and housing costs (refer to Table 32).

**TABLE 62. HOMEOWNER AND RENTAL VACANCY RATE PERCENTAGES FOR COVINA AND SELECTED EAST SAN GABRIEL VALLEY CITIES, 1990**

CITY	TOTAL VACANCY RATE	RANK	OWNER VACANCY RATE	RANK	RENTER VACANCY RATE	RANK
Azusa	4.4	3	1.2	7	5.4	6
Baldwin Park	3.3	7	1.2	7	3.6	9
Claremont	3.3	7	1.2	7	5.2	7
COVINA	3.6	5	1.0	9	5.5	5
Diamond Bar	4.3	4	2.1	3	7.0	1
Duarte	3.4	6	1.0	9	6.0	3
Glendora	3.3	7	1.6	6	5.2	7
La Puente	2.9	9	0.9	9	4.2	8
La Verne	3.4	6	1.8	5	5.4	6
Pomona	5.3	1	1.9	4	5.9	4
San Dimas	4.6	2	2.7	1	6.2	2
Walnut	3.0	8	2.2	2	3.2	9
West Covina	3.3	7	1.1	8	5.9	4
Average	3.7		1.5		5.3	
L. A. County	5.5		1.9		5.9	

Generally, Covina's owner vacancy rate ranks lower than that for rentals. This means that rentals or apartments are proportionately more available than houses and condominiums and townhomes. Also, when comparing the vacancy rates to housing cost data (Table 32), it is interesting to note, there does not appear to be any clear, strong correlation between the two bodies of data. As stated in the Section "C4," housing costs are affected not only by vacancy rates but by such factors as location/accessibility, appearance, image, housing conditions, and community facilities.

In 1980, Covina's total, owner and rental vacancy rates were, in that order, 3.2%, 2.0%, and 5.1%, meaning that while the owner category has declined, the renter and total figures have increased by almost one-half of one percentage point. The renter-housing vacancy rate has increased despite there being, as discussed in Section "D2," a major increase in rental overcrowding as well. The fact that proportionately more and larger households are cramming into rentals while not pursuing available housing opportunities appears to relate to intentional and unintentional human factors. The intentional factors are the tendencies of certain ethnic groups to live in extended family arrangements. (Refer to Section "D2" above for clarification.) On the other hand, the unintentional factors that preclude many people from seeking available housing relate to economics--or that many persons/lower income families simply cannot afford market rate rents. This income issue underscores the region's affordability problem noted in Section "C6" above. Again, in Covina, in all surrounding cities, and in Los Angeles County as a whole, a much greater percentage of lower income renters than owners pay more than 30% of their income toward housing. Also as previously discussed, the percentages of lower income renters paying more than 30% of their incomes on housing has risen dramatically. For some households, of course, both cultural and economic factors influence living arrangements.

According to the Census, the above-noted Covina trend pertaining to rental vacancy rate increases despite an accompanying big jump in overcrowding has occurred in many surrounding communities. In Los Angeles County in the '80s, for example, the rental vacancy rate rose from 4.1% to 5.9%. The owner-housing vacancy rate, on the other hand, remained fairly stable, rising from 1.8% to 1.9%. This discussion shows another aspect of the housing affordability and availability challenge confronting Covina and other cities. Moreover, as stated in Section "D2," the problem of rising rental vacancies and overcrowding actually is more serious when households living in illegal dwelling units and homeless persons are considered.

## **2. Actual and Potential Constraints on Maintenance, Improvement, and Development of Housing - Discussion and Analysis**

### **a. Background discussion**

During the Housing Element update, State housing law requires a community to identify both governmental and nongovernmental constraints that either hinder or totally preclude affordable housing development and the "maintenance, improvement, and development of housing" in general. Regarding governmental constraints, the State essentially directs local governments to modify any ordinances, procedures, and policies found to be excessive or unwarranted in terms of dealing with housing. Although nongovernmental constraints such as the cost of land and construction, on the other hand, are less controllable by direct government action, a city must still explore this topic to identify any unusual conditions or noteworthy problems. The identification of governmental and nongovernmental constraints is another component of a community's existing housing situation that is to serve as a basis for "constraint mitigation" objectives, policies, and programs.

It should be noted that in the constraint identification phase of the Housing Element update process, the Planning Division mailed out surveys to local developers, realtors, and financial institutions to ascertain what City/public and private constraints they felt were most burdensome. The responses received have been incorporated into the discussions below, and the sample letters are shown in APPENDIX D.

**b. Governmental constraints**

The following governmental constraints pertaining to housing construction, maintenance, and improvement are discussed and analyzed.

**1) Covina urban setting**

- a) Background facts - Although not a governmental constraint per se, the fact that Covina is generally built-out cannot be ignored. According to the City's land use inventory, Covina is 98.5% built-out, and only about 22 of the approximately 64 acres of vacant developable land currently are designated and appear suitable for residential development. In recent years, most new housing construction has evolved around infill development and apartment or condominium redevelopment of underutilized single-family detached properties, though some projects have been built upon medium- to large-size surplus parcels (e.g., vacated school and utility facility sites). Therefore, compared to a new, growing community, Covina is at a disadvantage in terms of designating large properties for affordable housing development. Somewhat related to this constraint is the fact that Covina is a mature community with a special, unique character and identity bolstered by certain old but architecturally and/or historically significant single-family detached houses and blocks that many local residents and groups deem worthy of retention. Thus, historic preservation, at least to a certain extent, could also preclude residential intensification.
- b) Analysis - The fact that Covina is primarily built-out and that future medium to higher density developments appear unlikely or infeasible in most now-designated low density, commercial, and industrial areas is a fact that must be acknowledged, despite the City's requirement and commitment to meet its RHNA housing needs to the greatest extent possible. Specifically, the City's fiscal condition greatly precludes changing the zoning of remaining vacant and underutilized commercial and industrial properties to residential. (As discussed in the Land Use Study, these properties will provide Covina with future to-be-needed sales tax revenue and employment opportunities.) Moreover, because the surrounding County sphere-of-influence territory is primarily developed as well and because of the land use characteristics of the unincorporated areas, future annexations will likely yield few medium- to high-density suitable sites. However, as described in Section "F," in the year's ahead some housing growth will be possible through redevelopment of many now-underutilized residential properties. Moreover, it is not believed that any historic preservation activities will significantly impede residential recycling, as most applicable buildings are in areas to be maintained as low density.

**2) Proposed Land Use Element**

- a) Background facts - In drafting the proposed Land Use Plan of the Land Use Element, based on clear City Council and Planning Commission direction and on extensive citizen input (again, see Section "J" below), on necessary economic development obligations, and on established goals, objectives, and policies, the maximum residential multiple-family/condominium development density was reduced slightly on some properties, and a few medium to high density sites have been redesignated to single-family detached uses. However, there is very little residential intensification of areas that are now predominantly low density. Over 80% of the Land Use Plan's 2,241 residential acres are to be reserved for single-family detached homes. These factors could be regarded as constraints.
- b) Analysis - Although the proposed Land Use Plan of the General Plan Land Use Element will result in less overall growth than currently permitted, in actualness densities will be reduced on only 96 of the Plan's 842 medium and high density sites/properties (11.4% of the total). And of these 96 sites, 59 (61.5%) would have density reductions equating to only 1 or 2 units, while 93 properties (96.9%) would experience reductions of no more than 3 dwellings. (Refer to the Land Use Study for clarification. The new/proposed maximum high density standard is 22 units per acre. Although the current or previous upper density limit, which pervades on a few blocks in and

around the downtown, is 40 units per acre, according to information on file in the Covina Planning Division, most of the complexes that have gone up in those areas in recent years were around 22 units to the acre anyway because of current Zoning designations and development standards.) The City could deal with this density reduction in the future by employing the density bonus and second unit processes, as well as other programs, to attract more housing and perhaps by considering, under appropriate circumstances, raising intensity limits or permitting General Plan Land Use changes.

### 3) Zoning use districts and standards

- a) Background facts - As is the case with the underlying Land Use Element, the amount and distribution of residential zoning plus density limits does constrain housing development, particularly medium- and high-density developments. Because Zoning must be consistent with the General Plan and because, as stated above, the maximum density according to the Land Use Plan will be 22 units per acre and the City is overwhelmingly built-out, the amount of future residential development probably will be moderate. Also, approximately 80% of the residential zoned land will be designated "R-1" or one dwelling unit allowed on each lot. Moreover, Zoning standards, such as setback, parking, open space, and lot coverage, constitute an additional constraint, particularly regarding potential affordable housing development.
- b) Analysis - As was the case with the underlying Land Use Element, in accordance with the new General Plan process, Zoning densities on a relatively limited number of properties would be reduced, but generally only by 1 or 2 units. Again, the situation could be at least partially addressed by incorporating density bonus and second unit provisions and other new programs and by considering new planning approaches in the future. Also, although the Zoning standards do raise housing costs slightly, the City believes that its standards strongly represent overall community sentiment and City Council and Planning Commission desires and are necessary to protect public health, safety, and welfare. For example, the general 10-foot side-yard multiple-family/condominium setback is commonly used in many communities and is important to provide separation from adjacent buildings and patios and balconies. Also, in response to changing living arrangements, in recent years, Covina has increased parking, open space, unit size, and other requirements. Despite the Covina standards' possible negative impacts on affordable residential construction, it must be stated that the primary factors leading to high housing prices are the costs of land, construction, and financing as well as market demand. (See next section for clarification.) There is no evidence that Zoning amendments over the last 20 years have been a leading factor in raising housing costs. Nevertheless, the City could consider streamlining its overall standards and making case-by-case exceptions whenever bona fide lower income housing is proposed. To a certain extent, Zoning's Planned Community Development (PCD) overlay zone designation acknowledges this latter situation anyway. The PCD process allows for modifications in development standards if a project 1) is of high architectural quality and of major community benefit, 2) blends in well with the surrounding neighborhood, and 3) is consistent with the General Plan. Refer to Section "I1h" for clarification on the PCD process.

### 4) Design Guidelines

- a) Background facts - In 1988, the City adopted the Covina Design Guidelines, which impose various architectural, building form, site design, landscaping, and parking layout guidelines and standards on new construction and on structure additions and expansions. Although the intent of the City in adopting the Guidelines was to get more attractive and functional buildings so that overall community appearance, image, and character would be improved, the Guidelines do add to the cost of new housing construction and home improvements such as reroofing (i.e., all residential reroofs must have a minimum 30-year material warranty. In some cases, the standard calls for a minimum 40-year or tile roof.) Therefore, affordable housing construction and rehabilitation is at least somewhat constrained.

b) Analysis - The City believes that its Design Guidelines, like the Zoning standards, are reasonable and consistent with community desires and indicative of an increasing local governmental interest in building architecture, project layout and functionality, and related issues. Although the Guidelines do add to housing costs pertaining to both new construction and additions/remodeling, it is believed that these expenses are more than compensated by higher property values, lower maintenance costs, and improved neighborhood appearance, image, and vitality, all of which foster overall community betterment. Based on City observations and informal analyses, the costs incurred by following these guidelines are not excessive. And as previously stated, regarding new construction, much of the housing affordability problem is attributable to the cost of land, construction, and financing and to market demand. Notwithstanding the above facts, the City may wish to review its Design Guidelines and, if appropriate, make changes.

**5) Development fees**

a) Background facts - As part of the development process, applicants must pay, depending on the scope of the project involved, various Planning Division (for Zoning and Design Guidelines administration plus environmental review) and Building Division (for structural check and building permit issuance) fees. For example, on a 20-unit apartment or condominium project, total per unit Planning fees (covering a basic Site Plan Review and Landscaping Plan Check and inspection only--excluding potential additional Zoning administration matters such as a Zone Change or Conditional Use Permit) would be around \$135.00. The Building Division fees (generally comprised of base permit and plan/structural check expenses and fees covering such matters as contractors' license verification, energy code review, and basic permit issuance) are considerably more, they being approximately \$925 for each dwelling. Similarly, on a typical single-family detached house, the total Planning and Building fees would be around, respectively, \$1,225 and \$2,255. Also, in accordance with State law, the local school districts impose impact fees for all new residential development at approximately \$1.65 per square foot of building area. Conceivably, these and the other above mentioned fees might deter construction.

b. Analysis - The Planning staff does not believe that its general review fees are excessive. Based on City surveys, the fees are similar to those of other communities. Specifically, Covina's fees are based on a full cost recovery associated with project reviews and other services provided, a common and legally acceptable approach. (According to State law, a City's fees must be reasonably related to the cost of providing a service.) The City review process is obviously a necessary and important vehicle for implementing the General Plan and other matters and for protecting the public health, safety, and welfare. Again, as stated above, the primary reasons for high housing rents and prices in Covina are the cost of land, construction, and financing. Moreover, Covina does not have any "special fees" or "special assessment districts," which many communities employ to pay for various public facilities. If park tax on new development is adopted (refer to Section "F5" below), it should be carefully studied to ensure reasonableness.

**6) Development conditions**

a) Background facts - In return for the right to build, the City may impose on developers and homeowners reasonable on- and off-site improvement requirements pertaining to such matters as street dedications and/or improvements, stormdrains and utility connections, traffic/circulation mitigation measures, and/or fire sprinklers. These conditions do add to building costs, are passed on to consumers, and therefore in some cases could pose hardships for existing and potential lower income homeowners and renters. Regarding the homeowners, if an addition to a single-family detached house totals more than 50% of the dwelling's existing floor area, then the City may require the installation of any necessary public improvements. And an expansion greater than 800 square feet would warrant the installation of fire sprinklers.

- b) Analysis - The Planning staff does not believe that its development conditions are excessive or burdensome. The conditions, based on City observations and analyses, are similar to those imposed by other communities, legal, and in line with common planning/City administrative practice. All conditions imposed on developers and/or homeowners are necessary to ensure project and surrounding area viability and to protect public health, safety, and welfare and to achieve various community goals.

**7) Park impact fee**

- a) Background facts - In order to deal with the City's worsening parkland deficiency (refer to Land Use Study and Section "F5" below for clarification), the City may consider to impose a per unit tax/fee on new residential construction to fund future park expansion and development. This would, of course, add to a developer's costs and would be passed on to consumers.
- b. Analysis - The housing cost impacts of a proposed Park Impact Fee would have to be carefully studied. An overly burdensome measure could impede affordable housing development.

**8) Development review process timeframe**

- a) Background facts - Generally, for a major residential project that requires in-depth planning analysis, such as a new apartment, it takes at least 9-12 months for a developer to obtain a building permit, as measured from the time a housing proposal is first formally submitted to the City for study. Planning, in consultation with various City departments, conducts an initial site plan review, handles any other needed Zoning administration matters, and, once approved, the project undergoes a Building structural check. Where a subdivision map is involved (e.g., new tract homes and condominiums) the review time generally is about 6 months longer because the County must review and approve the tentative and final maps. Although City review is obviously necessary to ensure the functional, locational, aesthetic, and structural adequacy of a development, because a builder incurs various costs associated with land ownership while gaining no revenue, the longer the review process, the greater the expenses are to the developer. In most cases, these expenses are added to housing prices and rents. However, for minor projects such as a less-than 500 square foot addition to a single-family house, Planning performs a brief over-the-counter review, which generally can be accomplished on a one-stop permitting basis.
- b) Analysis - Because the City coordinates development application study/analysis among its departments early in the site plan review process and because the City already attempts to evaluate proposals for Building, Engineering, and Planning code compliance as quickly as possible, particularly regarding small-scale projects, current plan analysis procedures are not believed to be lengthy or burdensome. And as stated above, minor residential additions can be handled on an over-the-counter basis. But where possible, processes should be further streamlined to ensure that the present system is as efficient and expeditious as possible.

**9) Adherence to various codes**

- a) Background facts - Besides general Planning and Building provisions, the City implements various other codes, pertaining to such areas as housing, engineering, energy, handicapped accessibility, and fire, that also could be considered constraints on housing development. The administration and implementation of these codes are believed to add a small though unknown amount to overall housing costs.
- b) Analysis - As is the case with the above discussed general development review process, the City's implementation of various building-related codes are not believed to be out-of-the-ordinary or excessive. These codes are essential for ensuring public health, safety, and welfare. Any potential streamlining should be analyzed carefully so that the codes' underlying purposes are not sacrificed.

## **10) Code enforcement**

- a) Background facts - The City's Redevelopment Agency administers a housing-related code enforcement program that seeks to abate various problems such as poor property maintenance and structural deficiencies. (Refer to Sections "B4" and "I" for clarification.) Also, Covina may enact additional ordinances/programs pertaining to inspecting multiple-family residences, examining records for all properties upon property sale, and/or targeting resources in specific problematic areas/neighborhoods to give the City additional leverage in dealing with major housing problems/nuisances. In some cases, however, property owners undergoing code enforcement activities or participating in an inspection process theoretically could, say, raise their rents.
- b) Analysis - This process, which has been strengthened in recent years so as to provide City officials with added administrative leverage, is a tool to abate housing- and structural-related violations that constitute serious threats to public health, safety, and welfare. It is believed that the process's overall community benefits, such as affordable housing preservation, residential safety, image, and appearance enhancement, and property maintenance information dissemination, far outweigh theoretically possible housing cost increases. In fact, of those apartments that have undergone code enforcement actions, there has not been any evidence of burdensome rent increases. Perhaps one reason why code enforcement does not appear to have major impacts on housing costs is that City strategy aims for expeditious problem abatement by both working with property owners and by, if necessary, imposing fines and tax liens, which often provides a strong incentive for property owner compliance and thus tends to lower total owner costs. Regarding the assistance aspect of the program, where the property involved is a single-family house, the property owner may qualify for a Redevelopment Agency-granted loan or grant for up to \$5,000 to cover various housing improvement expenses. (See Program discussion for clarification). In the future, the City may wish to also provide similar assistance to apartment owners. Moreover, in general the scope of current code enforcement efforts may be expanded by starting the now-dormant multiple-family inspection and/or real property records report process and/or related ordinances, programs, and procedures, all of which would strive to identify and abate the greatest possible number of serious housing-related code violations and nuisances. If or when the program is expanded, however, the City should ensure that any new fees and/or procedures imposed on property owners (including code violators) are reasonable. As part of a broadened housing-related code enforcement effort, as stated in Section "B4" above, the City may attempt to better coordinate activities among its departments and divisions because the nature and extent of recent structural, occupancy, and other problems tend to transcend traditional "planning" and "building and safety" purviews. Also, as previously stated, the City may focus code enforcement resources and efforts in areas/neighborhoods with notably high concentrations of identified violations/problems. Lastly, it should be noted that code enforcement has no impacts whatsoever on new housing construction.

## **11) Limited environmental constraints**

- a) Background facts - Although most of Covina is relatively flat and, according to the Safety Study, has very limited seismic and flooding problems, the southern portion of the community (which is primarily built-out anyway) is hilly and, therefore, not conducive to future affordable housing development. This is because the high site improvement and construction costs associated with development in a hilly area tend to yield upper income dwelling units.
- b) Analysis - Topographic factors represent a natural affordable housing constraint. However, historically in Covina, medium and high density development areas have been focused away from the hilly districts. Therefore, this is not considered a major issue.

## **12) Limited infrastructure and service constraints**

- a) Background facts - According to discussions with and correspondence obtained from Covina-serving utility companies and City and County public works departments, Covina currently has no

identified major utility or public service problems or infrastructure deficiencies. (The County supplies sewer services to the City and road maintenance in the unincorporated areas--which affect the municipality.) In general, the proposed amount of growth (see Land Use Study or Section "E7" below) can be accommodated with adequate services and infrastructure. The only exceptions to this are the City's streets, parks, and emergency services. Although not all streets are in need of repair or replacement, according to the City's Engineering Services Division, many are in poor condition and will have to be reconstructed in the near future. Also, the City's General Plan Traffic Study recommends widening some of the major thoroughfares to accommodate added traffic. Thus, it is conceivable that the condition of City streets could, to a certain degree, constrain future growth. Also, as discussed in the Land Use Study and in Section "F5" below, Covina has a serious park/open space deficiency that, primarily because of tremendous past and future medium and high density development, has been and will continue to be exacerbated and therefore should be addressed. As stated in #7 above, a special tax to fund future open space expansion and development may be in order. Lastly, a major increase in population, according to the City's Police and Fire Chiefs, would warrant significant additional emergency services personnel and equipment.

- b) Analysis - The City should monitor the impact that future growth will have on all facets of its infrastructure and service network. Regarding streets, the City will have to prioritize needed repairs and carefully consider necessary widenings. Also at some future time, strategies to mitigate the parkland deficiency and potential emergency services operations shortfall should be explored. Although all of these matters warrant consideration, according to Covina Department/Division heads, currently none are critical or life threatening in nature, however.

#### **13) Other governmental agencies**

- a) Background facts - The City is faced with various mandatory and advisory plans from County, regional, and other agencies, such as the Air Quality Management Plan (AQMP), Congestion Management Program (CMP), the Regional Mobility Plan (RMP), the Growth Management Plan (GMP) and the just-completed Regional Comprehensive Plan (RCP). These plans direct and/or suggest that Covina reduce citywide Vehicle Miles Travelled (VMT) and implement various congestion relief measures. In order to reduce locally generated traffic and meet other regional objectives, the regional plans highly recommend that cities adopt policies to increase the local job base. Covina lies within what is considered a "housing rich/jobs poor" subregion, and regional plans, either directly or indirectly, stress the importance of the "jobs/housing balance" concept (meaning, in Covina's case, the maintenance and expansion of as many City jobs as possible) as a means for addressing southern California's worsening congestion, circulation, and air quality problems. (See Section "E8" of this report and topical pages of the Land Use Study for clarification.) Therefore, focusing on future traffic congestion mitigation and job creation could constrain the City's ability to provide housing in the sense that much of the commercial- and industrial-designated land would have to be maintained.
- b) Analysis - Regarding the regional planning directive to reduce citywide VMT, mitigate traffic congestion, and expand the local job base in order to improve the area's jobs/housing ratio, the City could attempt to strike a balance between VMT reduction and job growth and housing development. Whatever direction is pursued, it appears that some type of jobs retention and creation policy orientation would be appropriate to comply with the regional mandates as well as to bolster the City's general economic base, expand sales tax generation potential, and maintain Covina's image as a good place to work, shop, and patronize as well as to live. One viable approach to this matter would be a comprehensive economic development program.

#### **14) Funding limitations**

- a) Background facts - The City and Redevelopment Agency have limited monies available for housing programs. Thus, it is probable that some identified needs will not be fulfilled. Much of the

housing funds come from the redevelopment Agency budget and, because of existing City Council policy orientations and administrative obligations, it appears unlikely that any significant general fund monies, the City's chief financial reservoir, would be diverted for housing purposes. Also, the general condition of the State and Federal budgets indicates that no major inter-governmental infusion of housing funds is imminent.

- b) Analysis - Funding limitations mean that the City will have to prioritize its housing needs and spend its monies in the most cost effective manner. For example, spending money on code enforcement activities is widely regarded as more efficient than having no code enforcement and dealing with abandoned buildings. Much analysis in this area should be explored. Also, the City/Redevelopment Agency should seek out whatever program funding is available, such as the limited Federal Community Development Block Grant (CDBG) funds.

**15) Schools**

- a) Background information - As of today (late 1992/early 1993) Covina's two public school districts are able to accommodate the City's school-age population, despite several 1980s school closures (that resulted from a changing demographic structure and accompanying declining enrollments). However, if more schools are closed and if the amount and type of future residential construction creates a larger childbearing population, then the number of remaining schools could constitute a constraint.
- b) Analysis - Past and recent school closures could pose a constraint on future Covina housing development from the standpoint of deficient educational resources (leading to classroom overcrowding) as well as insufficient recreational facilities. The City should monitor this issue and, if necessary, make appropriate recommendations to school officials. It must be emphasized, however, that, according to Planning contacts with the two school districts that serve Covina (Covina Valley Unified and Charter Oak Unified), currently there is an adequate number of educational facilities.

**c. Nongovernmental constraints**

Although local governments have less control over nongovernmental constraints, cities nevertheless must analyze these factors to determine where responses are warranted to mitigate any identified problems, abnormalities, or deficiencies. Nongovernmental constraints are defined here as key housing related costs that are shaped by market forces and that are paid by developers or prospective home buyers, namely the costs of land, construction, and financing. These factors, which are elaborated on and analyzed in a same-section format below, typically constitute major housing constraints.

- 1) **Cost of land** - The cost of land is often a key determinant in the price of new homes and rents. Because of decreasing vacant, developable land, density intensification pressures, real estate speculation, and general market forces, land values have risen dramatically in Covina over the past twenty five years, though fortunately not quite as high as in, for instance, "Westside" communities such as West Los Angeles and Santa Monica. The Planning Division's informal surveys of local developers and real estate officials as well as information obtained through general research revealed that the cost of Covina land typically ranges from \$10.00 to \$20.00 per square foot. (By comparison, in many Westside areas--such as West Los Angeles, Westwood, and Santa Monica--land typically ranges from \$50.00 to \$100.00 per square foot, if not more.) Often times, this translates to \$400,000 to \$800,000 per acre. In addition, many developers have informed the Planning Division that their per unit multi-family and condominium land costs range from \$50,000 to \$60,000. High land values preclude affordable housing development in that the rental rates or sale prices must be high enough for a developer to make a reasonable profit.
- 2) **Cost of construction and development financing** - This is a broad category that includes all materials and labor involved in putting together a dwelling unit as well as finance charges and miscellaneous expenses. Generally, the cost is around \$60.00 to \$80.00 per square foot. Basic financing

costs are not known, though they have increased dramatically in recent years, and housing development can be adversely affected when interest rates rise. In fact, one of the biggest constraints on the development of affordable housing is the difficulty in obtaining low interest construction financing. Taking all land, construction, and financing costs into consideration, the total per unit cost in developing a typical single-family detached home in Covina is approximately between \$140,000 and \$180,000. For all types of housing, then, these costs are manifested in high home sales prices and rents, which, then, translate to major constraints in the provision of affordable housing. An in depth discussion and analysis on housing prices and rents is presented in Section "C4" above.

- 3) **Interest rates relating to potential homebuyers** - Rising interest rates also, of course, impact the ability of current and prospective homeowners to maintain or purchase adequate, affordable housing. Fortunately, interest rates have decreased considerably since the early '80s. As of late 1992, typical fixed rates in the Los Angeles area were around 9.0%. Relating this to incomes, in order to afford homes priced at \$212,000, \$191,000, \$170,000, and \$149,000 with a fixed interest rate of 9.0%, a 33% housing ratio, a 5%-7% consumer debt, and 20% down, respective minimum monthly gross incomes would be approximately \$5,000, \$4,500, \$4,000, and \$3,500. (This is according to information provided by one major financial institution.) Unfortunately, a great deal of the financing now is at a variable rate. Any rise in any type of interest rate both precludes many potential first-time buyers from making purchases and increases the monthly payment burden for existing lower and middle income homeowners.
- 4) **Redlining** - To date, the Planning Division has not detected any--nor has it been informed by any developers, homeowners, or real estate officials of--redlining or illegal, discriminatory lending and construction financing practices by banks. In other words, financing appears available in all areas of the community, for all types of projects, for all purposes, and to all economic segments. So while redlining currently does not constitute a constraint, lending practices should be monitored to ensure in the future that problems do not arise.

Again, the City has little control over non-governmental constraints because generally these factors result from an interplay of national, State, and regional economic factors and decisions. However, local government land use, density, and development policies and standards can of course influence land values and decisions made by various officials in the private sector. Therefore, Covina's housing program should focus on mitigating burdensome governmental constraints, where possible, and should address housing market factors only during unusual conditions, such as notable property value changes or any identified redlining.

### 3. Energy Conservation Opportunities

In the housing element update process, State general plan law also requires cities to analyze "opportunities for energy conservation with respect to residential development." The State's intent here is to ensure that local governments consider incorporating various energy conservation measures and requirements into their residential development approval process to curtail the consumption of nonrenewable resources and to reduce overall housing costs by lowering heating and cooling bills.

The following are various measures the City of Covina currently undertakes as part of its development plan review process that reduce energy consumption and costs.

- a. The accommodation and promotion of multiple family and condominium complexes (or cluster developments) in various parts of the community.
- b. Private property landscaping standards (which provide shade).
- c. The enforcement of State residential energy conservation standards.

Also, Southern California Edison and the Southern California Gas Company, through their respective "Welcome Home" and "Five Star Energy Saver" programs, work with local developers to provide energy-

efficient new housing. Here, the utility companies provide financial incentives to local developers to incorporate energy saving features such as "high-efficiency" heating and air conditioning systems, "heavy duty" wall insulation, and added weather stripping around doors and windows. Participating developers receive incentives based on the degree to which a particular component exceeds the State's minimum energy standards. According to Edison and Gas Company officials, these programs have been used frequently by Covina builders, and the programs provide Covina with energy-efficient units that exceed State standards without the expenditure of any public funds.

It should be noted that although the City currently does not have any type of solar ordinance, the Land Use Inventory revealed that 45 single-family detached homes and 192 apartment units (4 complexes) were equipped with solar heating facilities. (The actual number of dwelling units with solar facilities probably is higher because the Land Use Inventory only was able to identify solar equipment visible to public view.) What effect the current solar-equipped residences have on overall City energy reduction efforts is not known.

In the future, the City will monitor all of its energy conservation measures and make amendments or adjustments, where necessary. Also, an appropriate policy and program response is warranted.

#### **4. Existing and Potential City Nonconforming Uses**

Over the course of implementing a general plan, a community must decide how to handle its major or, as defined in the Covina Zoning Ordinance, "detrimental" nonconforming uses, if any exist. A major/detrimental nonconforming use, as also explained in the Land Use Study, is one that is not permitted in the underlying zoning district but was once legal and therefore can continue on an amortized basis for a specified period. An example of a major nonconforming use is an old single-family residence with M-1 zoning (light manufacturing) that is surrounded by new industrial buildings. Expansion potential of nonconforming uses is restricted, and the length of the use/building amortization period depends on the structure type. (According to State law, the removal of a nonconforming building is a property owner responsibility.) Although nonconforming statutes technically are a function of zoning administration, the matter is discussed here because zoning districts by definition closely relate to or must be consistent with general plan land use designations. Therefore, for a particular group of houses, if the City's Land Use Plan designates the subject area as "Industrial," then the homes essentially would be considered nonconforming. In the Covina General Plan update, these major nonconforming uses are distinguished from nonconforming activities that, again as defined in the City Zoning Ordinance, are minor or "nondetrimental" in terms of relating to surrounding uses. An example of a minor nonconforming use is an apartment complex in an appropriately zoned ("RD") district that contains a greater number of dwelling units and a lower number of parking spaces than currently permitted. In this case, the apartment could continue functioning indefinitely, though any changes/additions would have to meet present standards.

The Planning Division Land Use and Housing Inventory identified 250 major nonconforming housing units, which was comprised of 74 single-family detached houses and 176 multiple-family units (9 complexes). A typical nonconforming house is an old wood-frame structure in or near the downtown that lies within one of the two Town Center Commercial Zones or the Industrial Zone. The nonconforming apartment facilities also are typically situated in and around this area, and they vary from small duplexes to 76-unit complexes and are generally zoned "R-1" or "commercial." In many cases Covina's major nonconforming units are not well maintained, disturb neighborhood character, preclude potential viable economic activity, and/or adversely impact land use continuity. Therefore, the City generally welcomes their removal. But because of typical nonconforming unit location, age, and condition, they may constitute a small proportion of the community's low cost or affordable housing stock. In handling these situations over the years, the City Council, to avoid potential personal hardships, has allowed the nonconforming uses to continue indefinitely, thereby not enforcing the applicable portion of the Zoning Ordinance. Therefore, many of the now-nonconforming residences technically should have come down (again, at property owners' expenses) year's ago.

It must be noted that nonconforming housing in the County area is not analyzed here because the focus of most of this Study is on the now-City limits and because the conforming status of many "unincorporated"

buildings could not be verified based on the City's analysis of Los Angeles County's Zoning Ordinance. Generally, the City has the legal authority to deal with County nonconforming uses only during and after annexation proceedings.

According to the Planning Division's proposed Land Use Plan, 73 additional dwelling units would be made "major" nonconforming. The units in this grouping are 12 houses, 3 condominium/townhouse complexes, totalling 38 units, and 3 apartment facilities, equating to 23 units. Therefore, when combined with the number of existing nonconforming units (250), the City may have 323 major nonconforming dwellings. Approximately three-quarters of the 323 units are situated in and around downtown. The City will need to make a policy decision as to how nonconforming units will be handled in the future, particularly relating to balancing revitalization and economic development necessities with affordable housing preservation. (The land use aspects will be discussed during Land Use Element update activities.) This matter is of particular relevance because the Planning Division estimates that about two-thirds of the nonconforming residents are lower income.

Also, the community will have to decide whether single-family residences should continue to be allowed in areas zoned for apartments and condominiums and designated medium or high density on the General Plan. Currently, there are 266 houses that fall under this category, and the proposed General Plan would add about 6 units to this total. In addition, two of Covina's five mobile home parks are designated "Industrial" in the General Plan and Zoning Ordinance, though the parks are not nonconforming because currently mobile home facilities are allowed in the "M-1" Zone by the conditional use permit process. As proposed in the future Land Use Plan, the City should designate one of the facilities "medium density" and may wish to make the other, which is heavily deteriorated, nonconforming. However, perhaps the deteriorating mobile home park could be designated "residential" and improved. This possibility is explored in the program section below.

Because there is an obvious legal and administrative need for the General Plan to be consistent with the Zoning Ordinance and to implement the General Plan in an orderly fashion, of which zoning administration is a key component, and because of above-mentioned physical, land use compatibility, and economic development betterment obligations, the City, where necessary and/or appropriate, may wish to consider abating its major nonconforming uses. However, care must be taken to ensure that amortization provisions are reasonable, effected residents are treated fairly, and the City's effort to preserve its affordable housing stock is not greatly undermined. The many above-described minor nonconforming properties in Covina are much less a concern and, accordingly, from a policy standpoint, the City may wish to simply call for their continuation (and property maintenance upkeep--again, primarily for affordable housing preservation).

## **5. Condominium Conversions.**

As of this writing, there have not been any identified condominium conversions in the City of Covina. Although the City does not have a condominium conversion ordinance per se, any apartment owner desiring to undergo such a conversion would have to bring the complex up to all current Planning and Engineering condominium/townhome standards. In most cases, particularly regarding older facilities, this will be difficult, if not impossible, to accomplish. Therefore, in terms of preserving Covina's "affordable" apartment units, potential condominium conversions are not seen as a concern either now or in the future.

## **6. Current and Future Housing Constructing Activity and Demolitions**

As stated in the Land Use Study, since 1980, Covina's total dwelling unit count increased by 27%, from 12,614 to 16,020. This growth has consisted of:

- a. A few 2- to 7-lot single-family detached subdivisions and one 39-lot development.
- b. Many 3- to 15-unit apartment complexes, a few around 15 to 50 units, and one 200+ unit development (densities generally between 20 and 30 units per acre). Also, there was one 140-unit lower income senior citizen complex constructed.

- c. Several medium to large size condominium and townhouse complexes, which generally range from 20 to 150 units and with densities typically around 12 to 15 units per acre.
- d. Annexations from Los Angeles County territories.

Generally, recent construction projects, which have been built at various locations, have consisted either of "infill" construction or developments erected on vacated school, utility company, or City properties. On average, over 100 units per year went up during the '80s. Because most of the development was comprised of apartments, condominiums, and townhouses, the cumulative impact of this new residential development was to magnify Covina's transformation from a predominantly single-family detached to a varied dwelling unit type residential community. Over the past three years, however, because of the national economic slowdown, much less development occurred than during any three year period going back to the early 1980s. As of late 1992, only 6 apartment or condominium/townhouse complexes were going up or being reviewed by the Planning Division.

The amount and location of future development will, of course, be shaped by the adopted Land Use Plan and its accompanying density standards. But other factors will come into play too: demographic shifts, expansion of various employment centers, commuting patterns, market demand, economic factors, future available surplus land, annexations, and Covina's image and appearance. It is not known how many dwelling units will be built or at what rate. Most likely, there will be a continuation of the recent pattern--predominantly apartment and condominium complexes with few single-family detached tracts built on now underutilized lots and surplus properties. Section "E7" below shows Covina's projected build-out numbers according to the proposed density limits.

In terms of demolitions caused by private development, up to this point, the City has not had any official policy or strategy for dealing with the matter. Most demolitions in Covina consist of old houses, many having been built before World War II. According to information on file in the City Planning Division, since 1980 on average 5-10 units are demolished each year. Because the depletion of the affordable housing stock caused by this activity is not a serious problem, the City does not believe that a programmatic response is warranted as of revised Housing Element preparation. Moreover, the California Government Code does not require local governments to prepare demolition procedures. (The matter is optional.) The City of Covina believes that the benefits associated with the physical and economic recycling and reinvestment that occurs when new medium- and high-density housing is constructed generally outweigh the costs associated with demolishing old, often deteriorating homes. (It should be noted, however, that when a dwelling unit is demolished in conjunction with certain public redevelopment agency activities, relocation assistance is required, in accordance with State redevelopment law. However, up to this point, the Covina Redevelopment Agency has not pursued this course of action because of a long-standing policy to refrain from condemning residential properties in the course of carrying out its activities.) But the City may wish to adopt general "demolition" policies in the future if a greater number of dwellings are torn down or to deal with nonconforming uses, which was mentioned in the previous section. Regarding the first scenario, however, it is unlikely, at least over the next 25 years, that large-scale demolitions of apartments (the bulk of Covina's affordable housing) will occur because many complexes are nonconforming in terms of densities (minor nonconforming uses), and therefore would have to be rebuilt with less units than had previously existed (i.e., an obvious developer financial disincentive).

## **7. Current and Proposed Housing Unit and Population Build-Out Figures**

As a framework for Covina General Plan update discussions and analyses, three growth scenarios are utilized. They are: 1) status quo/existing General Plan, 2) moderate growth/proposed General Plan, and 3) high growth. Refer to Section "L" of the Land Use Study for a detailed discussion on the theory, rationale, assumptions, and methodology involved in formulating these alternatives.

Generally, for comparative plan review and environmental impact analysis purposes, three scenarios were desired, two of which had to be the status quo/existing Land Use Plan and the desired/ "moderate growth"

plan. A derivative of the recommended scenario, the "high growth" alternative, was thus established to round out the framework. In accordance with City Council, Planning Commission, and Covina resident input made during overall General Plan update citizen participation activities (refer to Section "J" below), as touched upon earlier in this section, proposed densities (again, Scenario 2) have been reduced compared to current limits. This reduction, however, has been accomplished in a manner that neither affects the City's ability to address the intent of its applicable regional housing needs obligation nor greatly infringes on private property rights. Regarding regional housing needs, as discussed in Section "F" below, Covina has adequately addressed its share of regional housing needs by having allowed to be constructed a few hundred dwelling units and by identifying various potential housing sites. Pertaining to property rights, the City has determined that this land use proposal will affect only about 11% of Covina's to-be-designated medium and high density properties, specifically those that currently are vacant or underutilized. (Most medium- and high-density designated lots are already developed to their density limits anyway. Also, the current Zoning and Design Guidelines development standards, which have been greatly increased in recent years, had basically precluded attainment of the previous Land Use Plan's maximum permitted densities, which pertained to the "high" category and dates back to the late 1950s. Therefore, a change in density limits has been made here to resolve an inconsistency between the City's Zoning Ordinance and previous General Plan as well as to best acknowledge and strive to achieve overall community-desired goals, objectives, and conditions.)

Table 63 below illustrates the theoretical dwelling unit and household population build-out figures for Covina's proposed Land Use Plan and, for comparative purposes, the existing Plan.

**TABLE 63. THEORETICAL DWELLING UNIT AND POPULATION BUILD-OUT FIGURES FOR PROPOSED COVINA LAND USE PLAN AND EXISTING PLAN**

RESIDENTIAL LAND USE CATEGORY	PROPOSED BUILD-OUT FIGURES (SCENARIO 2)			EXISTING BUILD-OUT FIGURES (SCENARIO 1)		
	ACRES	UNITS	CITY/INCORPORATED POPUL.	ACRES	UNITS	POPUL.
1. Low	1,805.8	9,889	27,145	1,800.9	10,485	28,781
2. Medium	196.0	2,744	7,532	402.1	8,202	22,514
3. High	<u>239.6</u>	<u>5,272</u>	<u>14,472</u>	<u>34.0</u>	<u>1,374</u>	<u>3,772</u>
* Subtotal	2,241.4	17,905	49,149	2,237.0	20,061	55,067
	ACRES	UNITS	COUNTY/UNINCORPORATED POPUL.	ACRES	UNITS	POPUL.
1. Low	1,285.0	5,899	16,193	1,313.3	6,413	17,604
2. Medium	70.2	983	2,698	97.5	1,989	5,460
3. High	<u>53.2</u>	<u>1,171</u>	<u>3,214</u>	<u>0</u>	<u>0</u>	<u>0</u>
* Subtotal	1,408.4	8,053	22,105	1,410.8	8,402	23,064
	ACRES	UNITS	PLANNING AREA/TOTAL POPUL.	ACRES	UNITS	POPUL.
1. Low	3,090.8	15,788	43,338	3,114.2	16,898	46,385
2. Medium	266.2	3,727	10,230	499.6	10,191	27,974
3. High	<u>292.8</u>	<u>6,443</u>	<u>17,686</u>	<u>34.0</u>	<u>1,374</u>	<u>3,772</u>
* Total	3,649.8	25,958	71,254	3,647.8	28,463	78,131

NOTES:

1. Densities for scenario #1 are 0-6.4, 6.5-20.4, and 20.5-40.4 dwelling units per acre; densities for scenario #2 are 0-6.0, 6.1-14.0, and 14.1-22.0. It should be noted that all low density maximum dwelling unit numbers have been adjusted to reflect the lower density character of Covina Hills. Specifically, maximum residential densities in this area are computed at two units per acre.
2. Residential acres consist only of properties expected to be residential in future. (Refer to Land Use Study for clarification.)
3. Population estimates based on State Finance Department 2.745 person per household figure.
4. Incorporated and unincorporated boundaries based on current City and Sphere of Influence Limits. (See Maps 2 and 3 for clarification.) The County and planning area numbers have been included for informational purposes.
5. The population figures are household counts only (i.e., residing in regular dwelling units), they not being inclusive of persons living in group quarters facilities. Pertaining to the proposed build-out scenario, for example, the projected group quarters population is 666. Thus, the actual total theoretical population projection at build-out could be interpreted to be 49,815.

It should also be noted that the above dwelling unit and population figures are theoretical capacities, created primarily for discussion and alternative plan comparison purposes only. Actual build-out numbers, which are based on some combination of the extent of general plan implementation, annexations, future social, demographic, and economic conditions, and future market demand and community image and vitality, are not known but, according to various planning resources and generally accepted planning methodology as well as region-wide trends, typically is around 80% of capacity. This means that the actual maximum numbers of dwelling units and residents could be interpreted as, respectively, 17,528 and 48,114. (It should be noted, however, that these projections do not consider additional dwelling units that could be created in accordance with two below-described housing programs, Second Unit (on single-family lots) and Density Bonus.)

Some jurisdictions refer to the "probable" build-out figures as the "effective plan capacity," as opposed to the "theoretical capacity." Because of the wide degree of variance between both capacities and because of major distinctions among all cities, the Covina Planning Division believes it is appropriate to focus on the theoretical numbers to facilitate alternative plan long term build-out and accompanying environmental review evaluation by incorporating "most extreme case" scenarios. However, regarding the Section "F" discussed identification of potential housing sites, "probable" figures are employed because it is believed that they most fairly address the intent of State housing policy regarding unmet future housing needs.

Table 63 shows that the theoretical dwelling unit and household population build-out counts for the proposed Land Use Plan (17,905 and 49,149) both are 10.7% below the comparable figures for the existing Plan and, respectively, 11.8% and 14.7% above the current (1992) estimate. (At 80% of capacity, the above-noted "probable" development factor, the potential dwelling unit and household population increases would be, respectively, 9.4% and 12.3%) As stated in Section "K" of the Land Use Study, the general rationale behind the proposed residential land use strategy was, in accordance with various solicited views and input, to retain single-family detached as the dominant residential use while focusing medium and high density developments (apartments, condominiums/townhouses, and mobile home parks) in districts already established with these uses such as in and around the downtown and along certain major streets. Where appropriate, in a few instances medium or high density classifications have been applied to now-low density areas or properties that would more logically be used for apartment or condominium purposes. Conversely, the apartment or condominium designations have been removed from "isolated" complexes--or buildings with no strong linkages to similar or to commercial uses. Overall, the strategy was to reduce slightly existing densities while permitting moderate growth and retaining key affordable housing resources such as apartments and mobile home parks. For clarification on this matter, refer to the proposed Land Use Map and see Section "L" of the Land Use Study.

## **8. Existing and Future City Jobs to Housing Ratio**

A jobs to housing ratio is simply the proportional relation of jobs to housing in an area. For example, a community with 30,000 jobs and 18,000 dwelling units has a jobs to housing ratio of 1.67. The jobs-housing balance concept is an important component of the Southern California Association of Governments (SCAG's) overall strategy for mitigating the Los Angeles area's growth related transportation, environmental, land use, and related problems. SCAG carries out this strategy through City-recommended jobs-to-housing ratio targets or goals in its Growth Management, Regional Mobility, and Air Quality Management Plans. Refer to Section "J" of the Land Use Study for detailed background discussions and analyses on SCAG's plans and on the jobs to housing ratio concept. The presentation and analysis below summarize this topic and emphasize how a SCAG-recommended jobs-to-housing ratio concept relates to potential Covina housing policy.

According to the Growth Management Plan, which is the backbone of SCAG's jobs-housing efforts, Covina lies within a subregion (East San Gabriel Valley) that is housing rich and jobs poor. In order to "balance out" this ratio or to obtain more jobs in the area, SCAG strongly recommends that East San Gabriel Valley cities fulfill a 1.25 jobs-to-housing ratio performance goal--meaning that, on average, for every net dwelling unit added to a jurisdiction's housing stock, 1.25 new jobs should be created. Conversely, subregions with greater concentrations of jobs than housing are assigned targets that would boost housing growth. Technically, an area's jobs and housing are in balance when the area has enough employment opportunities for most of its residents and enough housing for most of its workers. In other words, to the greatest degree possible, a community should attempt to ensure that the type of jobs or housing units created match the needs of local residents or businesses.

The basic theory behind this measure is that by more closely linking housing and jobs within particular areas, excessive traffic congestion, air pollution problems, and regional land use imbalances would be mitigated. Although the jobs-to-housing goal concept is advisory in nature, SCAG believes the matter is an important complement to mandatory measures of the Air Quality Management Plan and the Los Angeles County Transportation Commission's Congestion Management Program. (Again, refer to Section "J" of the Land Use Study for clarification on these and other regional plans.) The timeframe for the current

jobs/housing balance implementation effort is the same as the above-mentioned SCAG Regional Housing Needs Assessment, 1989-1994. (It should be noted that in recent SCAG documents and correspondence, jobs/housing balance attainment is referred to as vehicle miles travelled (VMT) reduction, though both terms serve essentially the same purpose. When the numbers of jobs and housing units are "balanced" in a subregion and various congestion relief measures are adopted, vehicle miles travelled on the roads and freeways are reduced, which alleviates traffic congestion, air pollution, and other problems.)

To best implement jobs/housing balance measures, SCAG recommends that cities incorporate topical goals, policies, and/or standards in their general plans and zoning ordinances. For example, in the case of a city like Covina, which lies within a jobs-deficient subregion, the community could incorporate in its general plan policies to encourage the preservation and enhancement of the local commercial and industrial areas/land uses for job retention purposes. As stated throughout the Land Use Study and Land Use Element, Covina intends to pursue this approach as well as to enact some type of economic development program.

As of 1990, the date of the most recent figures, Covina's jobs-to-housing ratio was 1.74 (the quotient of 27,762 total jobs and 15,920 dwelling units.) Table 64 below shows how this figure compares with surrounding cities' ratios.

**TABLE 64. JOBS-TO-HOUSING RATIOS FOR COVINA AND SELECTED EAST SAN GABRIEL VALLEY COMMUNITIES, 1990**

CITY	JOBS TO HOUSING RATIO	POPULATION	NUMBER OF JOBS	NUMBER OF HOUSING UNITS
1. Azusa	1.56	41,333	20,641	13,232
2. Baldwin Park	1.10	69,330	18,933	17,179
3. Claremont	1.06	32,503	11,514	10,831
4. COVINA	1.74	43,207	27,762	15,920
5. Diamond Bar	.79	53,672	14,032	17,664
6. Duarte	1.03	20,688	6,969	6,758
7. Glendora	1.11	47,828	18,800	16,876
8. La Puente	1.11	36,955	10,339	9,285
9. La Verne	.83	30,897	9,230	11,113
10. Pomona	1.36	131,723	52,384	38,466
11. San Dimas	1.34	32,397	15,410	11,479
12. Walnut	.89	29,105	7,191	8,091
13. West Covina	.94	96,086	29,262	31,112
Average	1.14	51,210	18,651	16,000

It is interesting to note that Covina has a higher ratio than all 12 other comparable cities. Table 64, along with other facts and figures presented above, illustrates that Covina is a balanced community in terms of the relation of its number of housing units and variety of dwelling types to its large number and type of employment opportunities. (Section "C2" above illustrated that the City's job base was fairly well diversified.) Also, Covina's high proportion is indicative of longstanding City government and Redevelopment Agency policies of allocating ample land for commercial and industrial uses and of encouraging the retaining and reinvesting of varied office, retail, and light manufacturing businesses to bolster the local economy and improve Covina's image. Therefore, in terms of complying with SCAG's jobs-to-housing balance policy, Covina already has greatly accommodated job growth. But according to SCAG, it will be important to maintain the job retention and creation emphasis in the future as well. The needs to focus on job growth and to ensure that future services and infrastructure can accommodate growth will necessarily constrain the City in meeting all SCAG future "fair share" housing goals, however. (This matter was mentioned in the above "constraint" discussion.)

Referring back to Table 64, it is also interesting to note that the average ratio is 1.14, which is above the 1984 (most recent) figure for the entire (east San Gabriel Valley) subregion. This could be an indicator of increasing "balancing" or job growth in the area. According to SCAG, the east San Gabriel Valley would achieve jobs/housing balance when the overall regional figure would reach 1.22.

Table 65 below shows how Covina's numbers of jobs and housing units and the corresponding ratio changed during the '80s.

**TABLE 65: CHANGES IN JOBS AND HOUSING UNITS AND IN JOBS-TO-HOUSING RATIO DURING 1980s FOR COVINA**

ITEM	YEAR		1980-1990 CHANGES	
	1980	1990	NUMERICAL CHANGE	PERCENTAGE INCREASE
Jobs	22,850	27,762	4,912	21.5
Housing	12,614	15,920	3,306	26.2
J/H Ratio	1.81	1.74	1.49	

Therefore, during the '80s, Covina's jobs creation to housing development ratio was 1.49. This is above the 1.25 average annual target recommended by SCAG and discussed above. Interestingly, despite Covina in 1990 having the highest jobs to housing ratio in the area and despite the City gaining almost 5,000 jobs in the 1980s, Covina's ratio actually declined slightly during the decade primarily because of the great deal of medium and high density residential development that occurred. (Although the amount of '80s job growth attributable to annexations is not known, it is believed that very little evolved out of this process.) However, because of changing City circumstances and views, fiscal realities, and worsening regional congestion, the City believes that it is now appropriate to focus on economic development, while permitting only moderate residential growth, in a manner consistent with the accompanying Housing and Land Use Element document's goals, objectives, policies, Land Use Plan, and programs. Therefore, again, Covina's obligation to maintain and expand its employment base is an important matter and will, at least to a certain extent, constrain the fulfillment of RHNA/regional housing future needs.

Lastly, it should be pointed out that a greater percentage of Covina's residents work in the City than was the case in previous periods. For example, according to Planning's 1989 questionnaire, over 25% of the respondents lived in Covina. A 1969 City-conducted special census identified this figure as approximately 17%. For an east San Gabriel Valley community, the "25% factor" is believed to be a relatively high percentage.

## 9. Summary of Key Facts

- a. According to the 1990 Census, Covina's total, owner- and renter-housing vacancy rates were, respectively, 3.6%, 1.0% and 5.5%.
- b. The Southern California Association of Governments (SCAG) believes that "ideal" owner and renter vacancy rates are, respectively, 2.0% and 5.0%. Theoretically, vacancy rates stabilize housing costs and bolster a local economy by providing housing opportunities for employees in existing, new, and expanded businesses.
- c. Compared to surrounding cities, Covina's "owner" vacancy rate is on the low side while the "renter" figure is higher than average.
- d. There are several governmental factors, documents, codes, procedures, and fees that in some cases could either constrain or totally preclude affordable housing development and/or the maintenance, improvement, and development of housing in general. These factors, such as the General Plan, Zoning, Building codes,

Design Guidelines, and plan review procedures, should be studied, and, where appropriate and practical, improved and streamlined. It must be noted, however, that in certain instances, changes will not be possible because of a strong need to preserve public health, safety, welfare, and community appearance and image and because of existing policy directives and program commitments.

- e. The identified nongovernmental constraints, which interfere with housing from a variety of standpoints, generally are the cost of land, the cost of construction and development financing, and interest rates. Although the City has less control over these constraints than the governmental ones, the nongovernmental factors will be monitored.
- f. In accordance with State law, the City incorporates various energy conservation measures and requirements into the residential development approval process, such as cluster dwelling units, private property landscaping, and applicable building code standards.
- g. As of 1992, there were 250 major or, as defined in the Covina Zoning Ordinance, "detrimental" nonconforming housing units (such as an old wood-frame house in an area currently designated "industrial"), and the new General Plan Land Use Plan, if adopted as proposed, would add 73 units to this category. Although "detrimental" nonconforming properties may constitute a small proportion of Covina's affordable housing stock, they, among other things, disturb neighborhood character and adversely impact land use continuity, and, therefore, where necessary and/or appropriate, the City may wish to consider their abatement in a reasonable, fair manner.
- h. Condominium conversion is not a major issue/problem in Covina because of there not being any past conversion activity and because of the difficulty in meeting City standards to qualify for the process.
- i. Most of Covina's recent or post-1970s residential development has consisted of "infill" construction and developments erected on vacated school, utility company, or City properties. New buildings have been erected all over the City.
- j. Small- to medium-size apartments, condominiums, and townhomes have comprised most of the recent dwelling unit additions. The cumulative impact of this new residential development has been to accelerate Covina's transformation from a predominantly single-family detached community to a City with a variety of housing opportunities.
- k. Although a few old houses and other residential dwellings are demolished each year to accommodate new medium and high density developments, this activity is not seen as a major problem or depletion of the City's affordable housing stock. It is believed that the overall benefits derived from this type of residential reinvestment and recycling far outweigh any costs associated with the annual displacement of a few households.
- l. Covina's proposed General Plan is based on 17,905 dwelling units and 49,149 persons (household count--excluding 666 group quarters residents) at build-out. Compared to current (1992) figures, these numbers represent increases of, respectively, 11.8% and 14.7%. However, the figures are entirely theoretical in nature, the actual build-out numbers being based on the extent of General Plan implementation, annexations, future social, demographic, and economic conditions, and future market demand and community image and vitality. Typically, the actual build-out is about 80% of the theoretical projection/capacity.
- m. Regarding the type of future development, there will probably be a continuation of the recent pattern, which is predominantly apartment and condominium/townhouse complexes with a few single-family detached tracts built on currently underutilized lots and surplus properties.
- n. A community's jobs-to-housing ratio is an important statistic, according to regional planning agencies such as SCAG. In "housing rich" areas such as the east San Gabriel Valley, maintaining a high ratio of jobs to housing units theoretically reduces traffic congestion and air pollution problems and regional land use

imbalances. Regional planning agencies advise cities to adopt jobs-to-housing policies in their general plans, such as preserving industrial- and commercial-designated areas. Generally, over the years Covina has already followed this direction.

- o. As of 1990, Covina's jobs-to-housing ratio was 1.74 (27,762 total jobs and 15,920 dwelling units). This figure is higher than ratios in all comparable east San Gabriel Valley communities, meaning that Covina is balanced in terms of the relation of its number of housing units to employment opportunities.
- p. Because of the tremendous amount of apartment and condominium/townhouse development that went up during the '80s, the City's jobs-to-housing ratio during that decade actually declined from 1.81 to 1.74, the 1990 figure.

**F. ANALYSIS OF POTENTIAL HOUSING SITES FOR ALL INCOME LEVELS AND RELATION TO ZONING AND PUBLIC FACILITIES AND SERVICES**

**1. General Information**

According to housing element law, a community must analyze within its boundaries all vacant and underutilized residential and nonresidential zoned/designated land that either could be developed with new or redeveloped with intensified residential uses. This analysis, in theory, assists the City or County in establishing the maximum number of dwelling units, at different economic levels, that could be built and in addressing, to the greatest extent possible, the RHNAs future housing/construction needs. It will be recalled from the RHNAs discussion in Section "D3a" that over the course of the 5-year housing element period State law requires a community to address and, to the maximum degree, meet RHNAs assigned housing unit construction targets pertaining to the very low, low, moderate, and upper income categories. When a city's 4-category quantified or development objectives meet the RHNAs numbers, then all minimum required future housing needs obligations have been fulfilled.

The State's intention here is to require local governments to make a reasonable effort to meet their entire RHNAs future construction needs so that regional and State housing goals and policies can be realized and that a presumably viable and complete local housing program framework can be established. Nevertheless, again as previously stated, the State acknowledges that because of local physical, economic and other constraints, maximum or RHNAs fulfilling development goals do not always get met and/or housing construction targets frequently cannot be realized. In other words, a city or County cannot be "penalized" if its quantified dwelling unit construction objectives are lower than the RHNAs "future construction needs" figures or if the actual extent of housing development falls short of what was projected. However, to make up any deficiencies in addressing or meeting RHNAs "future construction needs" numbers, the State also requires local governments to expand on the initial land use analysis to identify, for different income levels, potential housing sites in the jurisdiction. The State defines "the identification and analysis of potential housing sites" as essentially the computation of maximum developable dwelling units either on a parcel specific or, at a minimum, a zoning district or more general basis. The legislative rationale here is that the supplemental site analysis will yield a number of potentially "developable" units that will at least equal the outstanding needs deficiencies. Aside from identifying sites, a community must ensure that the "theoretical" RHNAsatisfying housing numbers can be realized through adequate Zoning and appropriate programs.

The State places a major emphasis on local compliance with the "potential housing site analysis" requirement. In fact, according to a 1991 housing element law, a community failing to conduct an adequate site analysis must automatically permit lower income housing in any zoning district to the degree that its lower income construction needs are met.

Regarding Covina's status in this area, because its revised Housing Element was completed in early 1993 and will not be adopted until approximately June 1993 (or through four-fifths of the current 1989 to '94 RHNAs/housing element implementation period), the City believes it is appropriate and meaningful to utilize as its 5-year dwelling unit development or quantified objectives the actual housing development counts, by income category, that will have occurred between July 1989 and June 1993. Based on a comparison of these numbers to Covina's RHNAs future needs targets, which is illustrated in Table 66 below, it is apparent that Covina is deficient in meeting its 5-year housing construction obligations pertaining to three economic segments. (Table 66 was first presented as Table 58 of Section "D3a"--analysis of housing needs according to RHNAs. Refer back to this area for clarification on 1989 to '93 development activity and on the assigning of income categories to the newly built dwellings.)

**TABLE 66. COMPARISON OF COVINA QUANTIFIED DEVELOPMENT OBJECTIVES/NEW DWELLING UNITS THAT WILL HAVE BEEN CONSTRUCTED FROM JULY 1989 TO JUNE 1993 TO RHNA FUTURE HOUSING NEEDS TARGETS**

<b>STANDARD</b>	<b>INCOME CATEGORY</b>				<b>TOTAL</b>
	<b>VERY LOW</b>	<b>LOW</b>	<b>MODERATE</b>	<b>UPPER</b>	
RHNA Target or Obligation	150	191	173	462	976
City Accom- plishment/ Quantified Objectives	0	0	197	188	385
Balance	-150	-191	(+24)	-274	-615

Covina is therefore deficient pertaining to fulfilling regional future housing needs through the construction of various dwelling unit types and must address this problem through the mandatory above discussed site identification process. It must be noted that the indicated quantified objectives purposely do not include dwelling units that may be erected from July 1993 to June 1994 and that therefore could mitigate these deficiencies. The City believes that the best or most appropriate housing strategy it could adopt at the time of initial Draft Housing Study completion (early 1993) is to conduct the below presented site identification and use that information, along with the Housing Element programs, to facilitate housing development decisions both in the 1993/94 period and beyond. In other words, the inclusion of one-year quantified objectives would not be meaningful here and probably would not greatly mitigate the City's identified housing deficiencies. Rather, complete, five-year quantified objectives will be better suited for a later (i.e., after June 1996) housing element process. The remainder of this area of discussion focuses on the listing and analyses of potential housing sites, the numbers of which, again, at least theoretically, must resolve the Table 66-noted deficiencies.

Covina's approach to handling the "site identification and analysis" requirement has been, in accordance with State law, first, to identify and study the dwelling unit development potentials of properties that can most reasonably accommodate new and intensified housing, second, based on these figures, to set realistic construction targets in response to the three above described deficient dwelling unit income categories, and, third, to assert the City's intention to establish adequate Zoning and appropriate programs so that the housing targets could be realized. The construction targets, which are based on theoretical build-out figures, will be shown to equal the difference between what is required in the RHNA and what will have been accomplished/built by June 1993, again, the end of the fourth year of the current five-year regional housing needs process. The site inventory and analysis processes are described below.

To begin, in determining what sites can reasonably accommodate or are suited for residential development or intensification, Planning has focused on vacant and underutilized residential zoned/designated properties. The rationale here was twofold: to best exploit already existing residential development opportunities and to appropriately accommodate future housing growth from a land use compatibility standpoint. This approach meets the intent of State housing element law, simplifies this process, and is consistent with direction received from the Covina City Council, Planning Commission, and public. Considering all of these sites, Covina's "future needs" deficiencies are fully addressed or accommodated. Because of location, physical constraints, economic factors, City/Redevelopment Agency development commitments, and/or proximity to obnoxious uses, the City believes that not all currently vacant and underutilized commercial and industrial parcels are suitable for residential development. However, from time to time, certain nonresidential properties should be reevaluated.

The currently vacant and underutilized properties that are considered suitable for future housing development are presented in the following section, along with their respective aggregate single-family detached (low density) and apartment or condominium/townhouse (medium or high density) potential (theoretical) build-out counts. While parcel-specific information on the 18 vacant sites is given, for reasons of simplicity and efficiency, the 282 underutilized lots are grouped according to 5 status-clarifying categories and then summarized. It is believed that this initial framework for identifying and analyzing potential housing sites is most logical and most clearly and fairly addresses the intent of applicable State statutes and policies. Following this stage in the process, the "probable" build-out figures are computed and then linked by income category to the deficient RHNA needs. The RHNA shortfalls are thus resolved.

This entire exercise, then, serves both as a blueprint for addressing overall housing needs as well as a vehicle for achieving economic development and community appearance enhancement through residential reinvestment and recycling. The data base for Covina's Housing Element site analysis is the revised comprehensive General Plan land use and housing survey/inventory, which was discussed in detail in the introductory sections of this report as well as the Land Use Study.

## **2. Potential Housing Sites in Vacant and Underutilized Residential Zoned/Designated Land**

In accordance with the state General Plan (preparation) Guidelines, the vacant and underutilized residential zoned/designated sites are presented separately.

### **a. Vacant residential zoned/designated land**

Table 67 below lists vacant sites that are presently zoned, as of early 1993, for residential uses and accompanying theoretical housing built-out figures. Refer to Section "F3" below for a discussion as to what income categories these and other subsequently presented potential dwelling units are assigned.

**TABLE 67. VACANT SITES CURRENTLY ZONED OR DESIGNATED FOR RESIDENTIAL USES**

<u>SITE LOCATION</u>	<u>AREA</u>	<u>ZONING (1)</u>	<u>EXISTING POTENTIAL DWELLING UNIT YIELD</u>	<u>PROPOSED POTENTIAL DWELLING UNIT YIELD (5)</u>
1. Northeast corner Cienega & Barranca (2)	10.9	RD-5000 (PCD)	78	78
2. On Ranger, just north of Nubia (3)	2.0	R-1-7500	8	8
3. Rancho Vista site (4)	1.9	R-1-20,000	3	3
4. 504, 516, 538 & 548 E. Thelborn	1.2	R-1-10,000	4	4
5. 652 & 662 S. Hollenbeck (3)	.6	R-1-7500	2	2
6. 400 block east Benwood & Benbow (3)	.6	R-1-7500	4	4
7. Just north of 1252 N. Glendora	.6	R-1-7500	3	3
8. 2078 E. Cypress	.6	R-1-8500	2	2
9. Southeast corner of Puente & Barranca	.5	RD-2000	10	11
10. Just west of 351 E. Rossellen	.4	RD-1500	7	8
11. Just west of 1234 McGill	.3	R-1-7500	1	1
12. Just south of 333 Monte Vista	.3	R-1-7500	1	1
13. Southeast corner of Grand & Navilla	.3	R-1-7500	1	1
14. Just north of 661 Aldenville	.3	R-1-7500	1	1
15. 161 W. Dexter	.2	RD-1250	7	4
16. 276 W. Dexter	.2	RD-1250	6	4
17. Just west of 263 W. Center	.2	RD-1250	8	5
18. Just west of 611 E. Puente	.2	R-1-7500	1	1

TOTALS:

R-1 Sites	-	12	(28 lots);	Maximum Houses (5)	-	31
RD Sites	-	6	(9 lots);	Maximum Units (5)	-	110
Total - All sites	-	18	(37 lots);	Maximum Units (5)	-	141

- (1) "R-1" refers to single-family detached properties, while "RD" means apartments and condominiums/townhouses are permitted.
- (2) Site is owned by City. Dwelling unit potential is based on a previously approved project, which was terminated by participating developer.
- (3) Project has received City approval.
- (4) Site is owned by City, and only project subdivision has been approved.
- (5) Based on to-be-established densities in proposed General Plan Land Use Map.

**b. Underutilized residential zoned/designated properties**

In addition to the vacant, residential zoned/designated sites identified in Table 67 above, there are various underutilized residential properties that could support additional dwelling unit growth. These underutilized properties are classified according to five groups:

- 1) Large (over 3 acre) sites suitable for single-family detached development.
- 2) Small (under 3 acre) sites with old houses that currently are and will be designated medium or high density residential and therefore could be intensified with apartment or condominium/townhouse development.
- 3) Lots of all sizes in low density, single-family detached areas with one house that could easily be subdivided to add one or more additional houses.
- 4) Lots of all sizes with one house that could be subdivided, but only through a precise plan review process that would permit house siting on a tandem basis.
- 5) Miscellaneous surplus property.

Sites that comprise these respective groups are described below:

- 1) Large (over 3 acre) sites suitable for single-family detached development.

There is one site that falls under this category:

- a) Banna School (800 N. Banna Ave.) - 9.2 acres

The vacated school occupies an entire block and on three sides is surrounded by single-family detached houses. If the school is sold by its owner, the Covina Valley School District, to a developer, at 4.5 units per net acre (a probable density for site when streets are considered), a maximum of 41 single-family detached homes could be constructed.

- 2) Small (under 3 acre) sites with old houses that currently are and will be designated medium or high density residential and therefore could be intensified with apartment or condominium/townhouse development.

Planning's revised land use inventory identified a total of 213 properties in various portions of the community, such as in and around the downtown, that come under this classification. The properties are listed in Table 68 below by zoning district, acreage, and potential dwelling unit development. It should be noted that for each zoning district category, the number of potential dwelling units is computed on the basis of, depending on property location, the maximum medium (14.0 dwelling units per net acre) and/or high (22.0 units per acre) density limits of the revised Land Use Element.

**TABLE 68. POTENTIAL DWELLING UNIT BUILD-OUT OF ALL CURRENTLY UNDERUTILIZED RD-ZONED (APARTMENT AND CONDOMINIUM/TOWNHOUSE) PROPERTIES**

<u>ZONING DISTRICT</u>	<u>NUMBER OF PROPERTIES</u>	<u>TOTAL ACRES</u>	<u>POTENTIAL, PROPOSED, OR APPROVED DWELLING UNITS (1)</u>
1. RD-4,000	4	3.02	42
2. RD-3,000	88	19.19	273
3. RD-2,950	2	.38	5
4. RD-2,200	1	.88	14
5. RD-2,000	53	10.76	217
6. RD-1,500	24	5.29	114
7. RD-1,250	<u>41</u>	<u>9.35</u>	<u>190</u>
Totals	213	48.87	855

(1) Based on upper density standards of proposed Land Use Element, which, depending on property location, are either medium, 6.1 - 14.0 dwelling units per net acre, or high, 14.1 - 22.0.

Hence, the Table 68-noted underutilized properties are technically capable of accommodating 855 additional medium to high density dwelling units. Much of Covina's recent and current residential construction activity occurs on sites of this type, it should be noted. "RD"-designated lots basically yield the City's most "affordable" housing.

3) Lots of all sizes in low density, single-family detached areas with one house that could easily be subdivided to add one or more additional houses.

The Planning Division identified 46 parcels that fall under this heading. Approximately 38 of the properties contain old, pre World War II houses, and the remainder have newer tract homes that happen to occupy an adjacent lot of a subdivision. Out of these 46 properties, which are located throughout the community, a total of 70 additional units could theoretically be added to Covina's housing stock.

4) Lots of all sizes with one house that could be subdivided, but only through a precise plan review process that would permit house siting on a tandem basis.

There are 20 relatively large, generally rectangular properties in Covina that are big enough to subdivide but lack sufficient frontage width to meet Zoning. Although these lots are not conducive to conventional subdividing, technically they could be developed with detached dwelling units under a condominium-type subdivision (to ensure neighborhood compatibility). Based on existing Zoning and on the proposed General Plan, it is estimated that 30 more houses could be developed.

5) Miscellaneous surplus property.

There are two other properties, one of which has been approved for residential development:

- a) A .6-acre site owned by the City (used for water utility purposes) that is to be divided into two single-family lots and sold. The property is in the middle of a single-family detached tract development just northwest of Grand Avenue and Badillo Street.
- b) The 1.41-acre Covina Fire Station #3, at 1577 E. Cypress Street, but only if the City closes the facility as part of a recent proposal to contract with Los Angeles County for fire suppression services. At a maximum 14 dwelling units per acre density (medium density designation), there is the potential for 19 dwelling units to be built.

Table 69 below sums the total proposed dwelling unit build-out for all presently underutilized Covina residential zoned properties (Subsections 1 through 5 above).

**TABLE 69. TOTAL PROPOSED ADDITIONAL DWELLING UNITS FOR ALL PRESENTLY UNDERUTILIZED RESIDENTIAL ZONED PROPERTIES 1**

<u>DWELLING UNIT TYPE</u>	<u>NUMBER OF ADDITIONAL DWELLING UNITS</u>
1. Single Family Detached (Low Density) 2	143
2. Apartment or Condominium/ Townhouse (Medium or High Density) 3	874
Total	1,017

1 Based on density limits of proposed General Plan.

2 Low - 0 - 6.0 net dwelling units per acre.

3 Medium - 6.1 - 14.0; high - 14.1 - 22.0.

Refer to Section "E7" above and to Land Use Study for rationale behind density limits.

Again, see to Section "F3" below for the discussion and presentation regarding the City's methodology in assigning dwelling unit categories to all above discussed properties.

**c. Combined total for vacant and underutilized residential zoned/designated sites**

The information displayed in Table 70, which is based on all above Section "F2a" data relating to potential housing sites, reveals the total number of additional dwelling units on currently vacant and underutilized residential zoned/designated properties that could be added to Covina's housing stock if the proposed General Plan density limits are adopted and followed. The information is shown by present site status.

**TABLE 70. DEVELOPMENT POTENTIAL FOR ALL VACANT AND UNDERUTILIZED RESIDENTIAL ZONED/DESIGNATED SITES.**

<u>SITE TYPE/CLASSIFICATION</u>	<u>EXPECTED DWELLING UNIT TYPE</u>			<u>TOTAL</u>	<u>PERCENT</u>
	<u>SINGLE FAMILY DETACHED (LOW DENSITY)</u> <sup>1</sup>	<u>APARTMENT AND CONDOMINIUM/TOWNHOUSE (MEDIUM AND HIGH DENSITY)</u> <sup>2</sup>			
I. Vacant sites currently zoned/designated for residential use	31	110		141	12.2%
II. Underutilized sites currently zoned/designated for residential use	(143)	(874)		(1,017)	(87.8%)
1) Large, (over 3 acre) "R-1" zoned sites suitable for single-family detached development	41	-		41	3.5%
2) Small (under 3 acre) "RD" zoned sites with old houses suitable for apartment or condo/townhouse development	-	855		855	73.8%
3) "R-1" zoned lots of all sizes with one house that may easily be subdivided to add one or more houses	70	-		70	6.1%
4) "R-1" zoned lots of all sizes with one house that could be subdivided, but, because of inadequate width, only through a precise plan review process	30	-		30	2.6%
5) Miscellaneous Surplus Property	2	19		21	1.8%
<b>Totals</b>	<b>174</b>	<b>984</b>		<b>1,158</b>	<b>100%</b>

1 Low density is 0 - 6.0 net dwelling units per acre. This potential dwelling unit analysis is based on 84 lots around the City.

2 Medium density is 6.1 - 14.0 net dwelling units per acre; high density is 14.1 - 22.0. In the aggregate, the 984 "potential dwelling unit" figure is based on 490 medium density dwellings (108 sites totalling 35.0 acres) and 494 high density dwellings (115 sites equating to 22.5 acres).

1 & 2 Refer to Section "E7" above and to Land Use Study for rationale behind density limits.

Therefore, almost three-quarters of the potential dwelling units would come from small "RD"-zoned underutilized sites. As stated earlier in Section "E6," much of the recent development activity has occurred on these properties. Because Covina is generally built-out, it is not surprising that about 78% of the

potential future dwelling units would come from underutilized, not vacant, parcels. In addition, of the 1,158 total potential dwellings, 984 or about 85% would be apartments and condominiums/townhomes, thus further transforming Covina's character to more of a medium density community. Table 70 figures do not include possible additional residential growth relating to projects with density bonuses and second units and mixed use complexes.

Moreover, it must be reiterated that Table 70 is based on theoretical development capacities. As described in Section "E7" (comparison of theoretical dwelling unit and population build-out figures for existing and proposed land use plans), actual build-out numbers, which typically are based on some combination of recent development trends, the extent of general plan implementation, annexations, future social, demographic, and economic conditions, and long-term market demand and community image and vitality, are, according to various planning resources, often around 80% of theoretical capacity. Because of its wide use and apparent suitability for Covina and to conduct this site identification process as fairly as possible, the "80% of capacity" factor has been incorporated into the City's Table 70-noted maximum build-out numbers, and thus into the overall potential housing site analysis, as described below:

**TABLE 71. COMPARISON OF THEORETICAL TO PROBABLE DEVELOPMENT POTENTIAL FOR ALL VACANT AND UNDERUTILIZED RESIDENTIAL ZONED/DESIGNATED SITES**

<u>DEVELOPMENT STATUS</u>	EXPECTED DWELLING UNIT TYPE			<u>TOTAL</u>
	<u>SINGLE FAMILY DETACHED (LOW DENSITY)</u>	<u>APARTMENT AND CONDOMINIUM/ TOWNHOUSE (MEDIUM AND HIGH DENSITY)</u>		
Theoretical Development Potential 1	174	984		1,158
Probable Development Potential 2	139	787		926

1 Refer to Table 70 for specifics as to how this was computed.

2 Based on .80 of theoretical development potential.

Therefore, in terms of addressing outstanding regional housing obligations by identifying potential housing sites, Covina realistically can accommodate 139 additional single-family detached houses (low density residences) and 787 apartment and condominium/townhouse units (medium and high density residences). These figures are linked to the RHNA deficiencies in the following discussion.

### **3. Analysis of All Vacant and Underutilized Housing-Suitable Sites in Addressing Covina's "Future Needs" Housing Construction Deficiencies**

As illustrated in Table 58 and discussed in Section "D3c" above, as of June 1993, Covina will not have met its SCAG "future construction" very low, low, and upper income housing needs for the current RHNA period. Therefore, again according to State law, the City must, as a minimum, plan for the difference between the number of dwelling units suitable for very low, low, and upper income households that is required by SCAG and, in Covina's situation, the respective numbers that will be built by June 1993. The minimum numbers of dwelling units by income category that the City must address/plan for are shown in Table 72.

**TABLE 72. MINIMUM NUMBERS OF DWELLING UNITS AT DIFFERENT INCOME CATEGORIES THAT COVINA MUST PLAN FOR TO MEET RHNA FUTURE HOUSING DEVELOPMENT NEEDS**

<u>INCOME CATEGORY</u>	<u>NUMBER</u>
1. Very Low	150
2. Low	191
3. Moderate	0*
4. Upper	274
Total	615

\*As stated in Tables 58 and 66, the City will have met its moderate income RHNA obligation.

It must be reiterated here that although the City must plan to meet its entire RHNA deficiencies by performing the subject site identification process and by showing that the RHNA identified housing targets can theoretically be realized through appropriate Zoning and adequate programs, by the end of the regional housing needs period, the community need not physically attain the entire RHNA targets. Inasmuch as housing construction generally is a function of the private market, which operates under an umbrella of volatile economic conditions, predicting the likelihood and timeframe of development is difficult, and, because of the Housing Element's late preparation date, impractical. Thus as previously stated, the intent of this exercise is to show how additional dwelling units theoretically could be accommodated, not to establish development quotas. However, while details on likely housing construction phasing are not believed to be necessary as of this writing, the City intends to attempt to facilitate residential construction during the remainder of the present Housing Element period (through June 1996) in a manner that is reasonable and consistent with the adopted Element. Also, this site analysis will assist the City in analyzing development potential for the updated RHNA process and in making certain land use decisions. Specific information on development phasing, then, will be withheld until the Housing Element is updated in 1996.

Covina must accommodate the Table 72-noted RHNA-designated deficient future housing needs (150 very low income, 191 low income, and 274 upper income units). The City proposes to address this obligation by linking the needs to likely dwelling unit types that could be constructed on previously discussed housing-suitable vacant and underutilized sites and then by ensuring that such dwelling units could actually be built by establishing a basis for adequate Zoning and necessary programs. First of all, Table 71 noted that the City is able to accommodate an additional 139 single-family detached houses and 787 apartment and condominium/townhouse units. Covina officials believe that the 341 very low and low income dwellings that must be acknowledged could be "absorbed" in the 787 medium and high density unit allotment, the housing unit type out of which most future "affordable" residences would likely emanate. Moreover, the 274 upper income housing needs could easily be addressed through the potential 139 additional single-family detached houses and the more expensive medium and high density complexes.

To ensure that the above-noted RHNA-accommodating framework can be realized, in accordance with State law, the City will have to maintain appropriate Zoning density standards and develop viable programs, a particularly important matter when dealing with potential lower income dwellings, the most challenging to create. Fortunately, the City does not have to initially rezone any properties because, as stated above, current and proposed standards would permit this amount and type of development anyway. (However, as stated in Section "F4" below, if the Housing and Land Use Elements are adopted as submitted, then zone changes would be needed to ensure consistency.) The programs in question here refer to such matters as development subsidy, bond-financing, land write down, and density bonus, which, along with ensuring Zoning standard adequacy, are incorporated into the Housing Element implementation section. But again, it must be reiterated that the actual number of dwelling units constructed will greatly depend on the future state of the local economy and market conditions.

In previous sections, the Study mentioned that although the current RHNA runs through June 1994, the housing element process itself does not expire until June 1996. It was also mentioned that the City would "address any unmet RHNA housing needs" during this period. Thus, while this exercise illustrates that the City has met the intent of State housing element law pertaining to "regional fair share" issues by identifying potential housing sites, the City will nevertheless continue to seek affordable housing development during the two-year "gap" period and utilize this process in preparing for the next housing element period.

A final matter that warrants attention here is the fact that the City's above noted RHNA lower income needs deficiency appears to have been at least partially addressed or compensated by community-wide changes in rents and incomes. Specifically, as mentioned in Section "C6," based on a locally conducted rent survey and Federal Government earnings figures, the Planning Division discovered that during the early 1990s, respectively, while the overall rental rate remained about the same the lower income ceiling rose by over 24%. Through a detailed statistical analysis, these figures revealed that 128 additional lower income households no longer overpay for housing. (Again, for clarification, refer to Section "C" and APPENDIX C.) This finding warrants attention as another way by which the interplay of various economic factors has indirectly addressed Covina's lower income housing needs.

This extensive, inventory-based site identification process, then, has established a viable and program-supported framework showing how a minimum 150 very low, 191 low, and 274 upper income units could be developed. As stated above, Covina must now commit itself to implementing this framework in an effective, though reasonable manner. For reasons of clarity and simplicity, the City will use these figures to officially meet its previously discussed RHNA deficiencies, as illustrated in Table 73 below.

**TABLE 73. NUMBERS OF POTENTIAL DWELLING UNITS AT DIFFERENT INCOME CATEGORIES BASED ON EXISTING VACANT AND UNDERUTILIZED SITES IN RELATION TO IDENTIFIED SCAG RHNA "FUTURE NEEDS" DEFICIENCIES**

<u>STANDARD</u>	<u>INCOME CATEGORY</u>			
	<u>VERY LOW</u>	<u>LOW</u>	<u>MODERATE</u>	<u>UPPER</u>
Existing RHNA Deficiencies	150	191	0	274
Potential Dwelling Units Computed through Site Identification Process	150	191	0	274
Balance	0	0	-	0

#### **4. Analysis of Relation of Zoning to Future Housing Sites**

In order for the above potential housing construction targets to be possible or, in some cases, realized, the City's Zoning Ordinance must accommodate the proposed numbers of units or be consistent with the General Plan land use densities. Once the General Plan is adopted, as an implementation measure, the City will change the format of its Zoning Ordinance to conform to the Plan's land use categories. Currently, there are several inconsistencies between the General Plan and Zoning. The City must also develop and follow policies and programs that encourage infill development and recycling of older areas.

## **5. Analysis of Relation of Public Facilities and Services to Future Housing Sites**

All above-discussed potential housing sites in Covina are in areas where all or most infrastructure components are available. Specifically, according to information on file with the Covina Planning Division and the Engineering Services Department, all sites have adequate access to sewer and water system trunklines and major roads. However, as stated in the "development constraint" portion of this report as well as in the Circulation and Transportation Study, in the future the deteriorating condition of many streets will have to be addressed and, to maintain adequate traffic flow, four of the major streets (several stretches of which do not front in residential areas) may have to be either widened or have additional lanes installed. Eventually, the City will need to prioritize necessary street improvements and decide how the improvements should be funded. The exact extent to which cumulative future residential growth (based on the revised Housing Element and underlying General Plan) will negatively impact streets is not known but addressed in the above noted Circulation and Transportation Study. However, the overall, long-term infrastructure-related impacts of this housing and the accompanying land use proposal would be less dramatic than those associated with the current General Plan in that the newer Plan, as previously stated, is based on lower population and housing build-out figures. (Refer to Section "E7" for clarification on City General Plan build-out figures.) One important area that will have to be addressed is the worsening park/open space deficiency, which is analyzed in both the Land Use and Natural Resources Studies. There will be an increasing need to maintain a reasonable park acreage per 1,000 population standard as more medium and high density housing goes up. Condominiums/townhouses and apartments have less per-unit amounts of open space than traditional detached production houses. Currently, the City has only 1.5 acres of parks per 1,000 residents. The Covina Parks Commission recommends achieving a 2.0 standard. The park deficiency translates to needed or desired parkland expansions, which could only be done through viable and reasonable funding mechanisms. Future park development consideration, then, should be another General Plan program in both the Land Use and Housing Elements.

Regarding public services, also based on discussions with City officials, it appears that some police and fire service level enhancements probably will be needed. As a Housing Element implementation measure, this topic should be analyzed further and from time to time monitored. It may also be appropriate to occasionally study the adequacy of other services such as libraries and recreation. (Refer to Land Use Study for clarification.)

## **6. Summary of Key Facts**

- a. Because Covina will be deficient in terms of meeting its SCAG future housing construction needs (pertaining to very low, low, and upper income categories) for the current RHNA/regional housing needs period, in accordance with State law, the City must resolve or address the deficiencies by identifying local sites that, in the aggregate, theoretically could yield quantities of various dwelling unit types that are at least equal to the differences between what is required and what is proposed or has actually been built. Sites identified through this process, which also must be supported with adequate Zoning standards and appropriate programs, are not translated into development quotas, however.
- b. Covina's "future needs" deficiencies are: 150 very low income dwelling units, 191 low income units, and 240 upper income units.
- c. In the required site identification process, all currently vacant and underutilized residential zoned lots, the properties that can most reasonably and logically accommodate future housing development, were analyzed for their maximum probable dwelling unit potential. These sites potentially could yield 139 low density units (or, single-family detached houses) and 787 medium and high density dwellings (i.e., apartment and condominium/townhouse developments), which equate to 926 total housing units. These counts are based on 80% of the theoretical capacity, a commonly used "probable" build-out factor.
- d. Because Covina is generally built out, about 78% of the potential future dwelling units would come from underutilized, not vacant, parcels. In addition, approximately 85% of the future housing would be apartments and condominiums/townhomes.

- e. The RHNA or SCAG regional "future housing needs" deficiencies have been resolved through a process by which the needs are linked to the "probable" build-out figures, grouped according to estimated income level-serving classifications. Specifically, the 341 very low and low income dwellings that must be acknowledged could be "absorbed" in the 787 medium and high density allotment, the housing unit type out of which most future "affordable" residences would likely emanate. Moreover, the 274 upper income housing needs could easily be addressed through the 139 additional potential single-family detached houses and more expensive medium and high density complexes.
- f. To facilitate and ensure the possibility of developing very low and low income units, various programs such as State density bonus, land write down, and developer subsidy/assistance would have to be considered.
- g. Although current and proposed Zoning density standards would accommodate development of the identified vacant and underutilized residential sites, following adoption of the Housing and Land Use Elements, the City's Zoning Ordinance would have to be revised to ensure consistency with the General Plan.
- h. The current RHNA process runs through June 1994, though, in accordance with a recently adopted State law, the housing element timeframe has been extended until June 1996. During this two-year "gap" period, the City plans to, among other things, address any unmet housing needs or outstanding site analysis issues.
- i. As mentioned in other portions of this Study, the City's RHNA lower income needs deficiency may have been at least partially addressed or compensated by documented early 1990s stabilizing of rents and rising incomes. Through analyzing various data, it appears that 128 additional lower income households no longer overpay for housing.
- j. Although generally the City will be able to provide future residential developments with adequate public facilities and services, two noteworthy areas that probably will require attention are street deterioration and capacity deficiency and park/open space insufficiency.

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## **G. EXISTING ASSISTED HOUSING DEVELOPMENTS ELIGIBLE TO CONVERT TO NON-LOW INCOME HOUSING USES**

### **1. General Information**

A recent amendment to State housing element law requires any city with one or more lower income housing projects eligible to terminate "affordable" rental restrictions to identify and analyze the developments and to create a program for preserving the assisted housing developments. A housing project could be considered "at risk"--or at risk of losing its rental restrictions--for various reasons such as rental assistance contract expiration or reduced market rate loan prepayment. The potential loss of any assisted housing units or conversion of lower income complexes to market rate facilities depletes a community's affordable housing stock and has concomitant adverse social impacts.

"At risk" units first gained national attention in the mid-'80s after the revelation that the owners of many Federal government-sponsored housing developments were eligible to terminate their minimum 20-year affordability restrictions (in the late '80s and early '90s) by discontinuing subsidy contracts or use restrictions or by prepaying the balance on reduced interest rate mortgages. In response to the threat of large-scale lower income development terminations or conversions, the Federal government passed the 1987 Emergency Low-Income Housing Preservation Act (ELIHPA) and the 1990 Low-Income Housing Preservation and Resident Homeownership Act (LIHPRHA). The Acts, which apply to different Federal housing program types, greatly restrict the cessation of site-specific affordable housing unit regulations by offering project owners financial incentives to retain their properties as lower-income facilities. The laws have been incorporated into the State housing element process through a particular analysis and programmatic response statute pertaining to "at risk" complexes. Specifically, where there is a strong possibility that rental rate restrictions will be terminated, such as when a project owner has no intentions of preserving/maintaining the status of the facility and of seeking the available incentives, the City must study the situation, taking into account various factors, and make a reasonable effort to secure alternative funding. Also, the applicable housing element provision has been expanded to include various types of "at risk" situations, including projects financed through local redevelopment activities.

According to the State Department of Housing and Community Development (HCD), at the time of Housing Element preparation, the City of Covina had two apartment complexes that were deemed "at risk," the 180-unit Cienega Garden Apartments at 1956 East Cienega Street and the 216-dwelling Shadow Hills facility at 1400 North Grand Avenue. Cienega Garden is a privately-owned "Section 236" project, meaning that its owners, in exchange for lower income rental restrictions, were granted a below market interest rate on their mortgage. However, this complex is no longer considered "at risk." Based on Covina Planning official discussions with Cienega Garden owners and with lower income housing preservation specialists of the U. S. Department of Housing and Urban Development (HUD) Los Angeles office, the two parties are nearing an agreement whereby, pursuant to the ELIHPA law, the owner will retain the property, maintain the lower income restrictions, and obtain Federal financial incentives. Thus, Cienega Gardens' property owners have received tentative HUD approval of an ELIHPA-related Plan of Action, which contractually presents the former party's intent. According to this Plan of Action, in exchange for continuing lower income restrictions for another 20 years, the apartment owners will be allowed, among other things, to refinance a portion of their equity and to raise rents slightly. (It is not known whether the minor rental increases will adversely affect tenants.)

The future of Shadow Hills, on the other hand, is a little more cloudy. At issue are 44 of the complex's 216 total units, which, in accordance with a 1985 Multiple-Family Housing Revenue Bond issued by the Covina Redevelopment Agency to provide the project developer with various financial incentives, were set aside for lower income (earning under 80% of County median) residents. (Basically, the property owner provides rental subsidies equal to the difference between the market rate and 30% of the households' gross monthly incomes.) Existing terms of the Bond permit market rate conversion of the 44 units in 1997. The property currently is in receivership and present complex operators have informed staff that they do not know what company will ultimately control the complex and whether rent restrictions on the 44 units will be retained. Although currently there are no plans to convert these all non-elderly occupied dwellings, the

fact that changes could occur warrants an appropriate City response. Therefore, in accordance with the intent of State housing element law, the City of Covina should, if necessary, attempt to preserve lower income affordability here by securing a new subsidy source, such as Redevelopment "20% set-aside" funds or Community Development Block Grant monies. Planning estimates that the annual subsidy cost presently is \$132,000. (This is based on an average monthly per-unit subsidy of \$250.) The City also may wish to explore a non-profit agency or related entity, though assistance by an organization of this type may be doubtful because the project requires a major, recurring subsidy in perpetuity. The City will commit itself to addressing the Shadow Hills issue through an appropriate Housing Element policy and program and sufficient monitoring of the situation, thus meeting the intent of state housing element law. In an accompanying Element measure, the City will state its intent to monitor all other assisted housing projects for possible termination of reduced rent restrictions.

## **2 . Summary of Key Facts**

- a. In accordance with State housing element law, a city must identify, analyze, and develop a program to preserve the conditions of any lower income housing project that is eligible to terminate its "affordable" rental restrictions, also known as an "at risk" facility.
- b. Two Covina apartment complexes initially were deemed "at risk." One facility no longer is classified as such because its owners have virtually executed an agreement with the U. S. Department of Housing and Urban Development, whereby the owners would receive Federal financial incentives in exchange for maintaining the below market rental rates. The other apartment facility, which pertains to 44 reduced rate units in a 216 dwelling facility, may technically be at risk in that it currently is in receivership and future plans currently are unclear. To best deal with this situation, the City will attempt to secure a new subsidy source if the restrictions are indeed terminated. Thus, an appropriate Housing Element policy and program response will be made.
- c. In addition to the intended action mentioned in "b" above, the City will monitor all other assisted housing projects to detect potential future problems relating to lower income unit restriction termination.

## **H. Existing General Plan Housing Element**

### **1. General Provisions**

The current Covina Housing Element was adopted in 1984 and generally functioned as an update to the 1981 Element. The policy and program framework for the '84 Element was the 1983 SCAG Regional Housing Allocation Model (RHAM), which was the forerunner to the current Regional Housing Needs Assessment (RHNA). Covina's 1984 Housing Element contains little or insufficient data and analysis in the areas of population, household, social, and employment characteristics and trends, housing resources, and housing development constraints. Also, the goals, policies, and programs, which are evaluated below, tend to be few in quantity and general in nature.

The framework for analyzing the current Housing Element is presented below in Section "H2" through "H4" headings, which is based on a State statute pertaining to this matter. It must be noted from the outset that the existing Element is not analyzed in great detail because its five-year timeframe (1/83 to 1/88) expired over five years ago and, therefore, much of the supporting data is outmoded. Also, detailed results of the implementation is not readily available. But more importantly, the State planning law requiring review/analysis of existing housing elements (to assist in formulating a new housing strategy) is best suited for current or recently expired elements. In other words, the Planning Division believes that the existing Housing Element is so obsolete that any detailed review/analysis would yield minimal noteworthy results or findings for the updated version. The revised Housing Element, therefore, has been developed upon an entirely new, comprehensive foundation, which is presented in Sections "A" through "G" and "I" to "K" of this Study.

### **2. The Appropriateness of the Housing Goals, Objectives, and Policies in Contributing to the Attainment of the State Housing Goal**

The current Housing Element references the goals and policies of the 1981 document. The goals and policies are structured around four areas: 1) the improvement of the housing stock, 2) the improvement of neighborhoods, 3) adequate provisions for the housing needs of all economic segments, and 4) provision of adequate sites for new housing. For a complete listing of all the goals and policies, refer to APPENDIX E. The goals and policies themselves are general and broad in nature and, as shown in APPENDIX E, basically seek to preserve the relatively low intensity character of Covina while permitting medium and high density developments in appropriate areas; to maintain and preserve the housing stock; to remove development constraints, whenever possible; and to administer various programs to fully implement the Element's goals and policies. Also, the Element's quantified new construction objectives called for, on average, 75 annual units to be built over the five-year period--or 375 total dwellings from 1983 through 1988.

In evaluating the "appropriateness" of Covina's old Housing Element goals, quantified objectives, and policies in "contributing to the attainment of the State housing goal," it appears that the goals and policies, while generally adequate in terms of 1981 standards, today would need to be broadened in scope, and some of the policies would warrant clarification. Also, the indicated quantified construction objectives have not been computed on an income group basis, and there are no quantified objectives pertaining to the maintenance and preservation of the housing stock. Moreover, although the noted total quantified objective figure (375 units) is below SCAG's number (577), there is no specific justification for or plan to deal with the shortfall and no "Section F"-type "site analysis" was performed. Therefore, it appears that the existing goals, policies, and quantified objectives do not greatly further the State's overall housing priorities.

### **3. The Effectiveness of the Housing Element in Attainment of the Community's Housing Goals, Objectives, and Policies**

It is difficult to quantify the precise effectiveness of Covina's Housing Element in realizing its goals and policies. (The quantified objectives are discussed in the next section.) Some of the goals and policies clearly have not been followed; others have been implemented but to varying degrees. In creating the revised Housing Element, the Planning Division has reviewed the existing goals and policies and

incorporated into the revised document only those that are most achievable and relevant. In other words, a good portion of Covina's existing Element policy framework lacks specificity and does not reflect current conditions. Also, the policies are not adequately linked to the program section. For policy to be effective, it must establish a clear direction for action and basis for decision making, must be based on all present housing related factors in a community, and must be correlated with implementation components/programs. Considering the outmoded status of Covina's Housing Element and the State's intent regarding the analysis of goals, objectives, and policies, a detailed evaluation regarding these items would be difficult and not very practical or useful to the City. Instead, it is to be noted that the Planning Division has studied all deficiencies of the current Element to ensure that the revised document is as "problem free" as possible and, of course, meets the most recent State housing statutes and policies.

#### **4. The Progress of the City in Implementing the Housing Element**

The housing programs listed in the current/1984 Housing Element, the Element's primary implementation component, also are few in number and very general in nature, though several more specific programs from the 1981 Element technically may have been incorporated into the '84 revision by reference. (Language is ambiguous on this matter. The 1984 Housing Element may have been prepared incorrectly.) Because of the uncertainty as to which implementation measures constitute Covina's Housing Element Programs and because the current Element legally expired over five years ago (therefore making an indepth program evaluation not useful), the Planning Division believes that a more logical/meaningful approach to this analysis requirement is to discuss and evaluate the actual current Covina housing programs, which is illustrated in the following Section ("I"). The City does have several viable programs administered by the Covina Redevelopment Agency, and some, but not all, are mentioned in the '81 and '84 Elements.

Performing a program-by-program discussion and analysis fulfills the intent of this State requirement and provides a strong and clear framework for revising the housing programs. Moreover, Section "I" below was intended to include an analysis of the programs and potential respective improvements anyway. Besides facilitating Covina's review of programs, this approach would, therefore, result in a housing element that arguably would have a greater chance of local implementation and State goal/policy fulfillment than if the outmoded Element was dissected herewith.

#### **5. Summary of Key Facts**

- a. Covina's current Housing Element was adopted in 1984 and generally is obsolete in terms of its organization and the scope and specificity of its goals, objectives, and policies. Although some of the programs have been followed, detailed and varied implementation actions are not provided. Also, several of the programs have not been implemented as proposed.
- b. Although in the general plan update process State law requires a thorough analysis of the existing housing element, Covina's current element is outmoded to the extent that a complete review would not be beneficial. Rather, an analysis of all existing and potential housing programs is performed in a subsequent section ("I"). It is believed that this approach fulfills the intent of State law and would provide the City of Covina with a strong, clear framework for revising the Housing Element.

## **I. Covina Housing Programs**

### **1. General Information**

The focus of Covina's current housing strategy are various housing programs that are administered through and/or funded by the Covina Redevelopment Agency (CRA), the City itself, and the Federal government (via the Los Angeles County Community Development Commission). The money for the CRA programs, which include rental subsidy, single-family housing rehabilitation, and code enforcement, comes from CRA's tax increment "20% set-aside" fund and through fines imposed on property owners in the code enforcement process. The "20% set-aside" fund refers to redevelopment agency restricted monies that, in accordance with State redevelopment law, are based on a minimum of twenty percent of a community/redevelopment project area's property tax increment (the additional property tax that is generated upon commencement of redevelopment activities) and must be spent on maintaining, improving, and/or expanding the City's "low and moderate income" housing. Covina's Federally funded measures pertain to three well-known and below noted programs, the Section 8 rental subsidy and Section 236 below market rental rate programs and Community Development Block Grant (CDBG) monies. In addition, through Planning and other departments, the City administers various measures and procedures, such as medium and high density cluster development standards, that are part of the overall housing implementation effort.

The most important or primary housing programs are discussed and analyzed below. This exercise also serves to ascertain the extent of program implementation, a State housing element update requirement discussed in the previous section (existing General Plan evaluation). As mentioned in that discussion, because Covina's current/1984 Housing Element is somewhat dated and dormant, a thorough Element evaluation was deemed unnecessary and impractical. Rather, this program discussion and analysis has been considered to sufficiently meet the applicable State statute. It must be noted that despite Covina's past Housing Element deficiencies, the City's generally viable below mentioned programs collectively have been consistent with and have furthered key State housing goals, such as facilitating the construction of a variety of dwelling unit types and preserving and maintaining the affordable housing stock.

### **2. Existing Programs - Discussion and Analysis**

#### **a. REDEVELOPMENT AGENCY RENT SUBSIDY**

- 1) Background facts - As of the end of the '91-'92 fiscal year, CRA was assisting 87 very low income Covina households and subsidizing 8 beds in a local shelter for battered women. Regarding the general households receiving rental assistance (the focus of the program), 68 of the 87 households are seniors and the remaining 19 are non-seniors. Sixty-one of the senior households reside at the Village Green complex, a lower-income seniors-only facility built with City assistance and discussed below, and the 7 other senior households reside at various locations. The 19 non-senior households receiving rental subsidies are comprised of 2 "large" families (which have 5 or more members), 15 "small" families (less than 5 members) and 2 "disabled" arrangements, and they all reside at various market rate apartments and traditional houses around the community. (Eligible households must be classified as "very low income" or have incomes at/or below 50% of the County median income. The City/Redevelopment Agency pays the difference between a unit's general rental rate and 30% of a household's gross income.) In addition, the City subsidizes 8 beds (sleeping quarters in the 28-bed WINGS facility, which is a shelter for abused women. These 87 households constitute 87 units that the City has "maintained" in terms of acknowledging the State housing element requirement to show, over a five-year period, the number of dwelling units to be constructed (based on the above discussed RHNA), maintained, and rehabilitated (which is discussed in the following section.)

In the current (1992/93) fiscal year, the City/Agency plans to provide additional assistance to 15 senior households. There are no plans to expand the "non-senior" component of the program. The Redevelopment Agency began providing subsidies in 1987-88, when 13 households were assisted,

and, because of changes in Redevelopment law and City housing directives in the early '90s, the Agency has expanded the subsidy effort to the current level.

- 2) Analysis - Overall the program works well or has met many housing needs. It appears that funding should be expanded to the greatest extent feasible not only for very low income seniors but for very low non-senior households as well. As illustrated in Section "B" above (the community socio-economic analysis), very-low income households/families now overpaying for housing constitute a major housing need. One factor pertaining to this program that must be acknowledged, however, is that once a household subsidy is granted, the subsidy generally constitutes a "permanent" governmental expenditure, thus diverting housing "set-aside" monies from other potential programmatic efforts.

**b. REHABILITATION**

- 1) Background facts - The Redevelopment Agency coordinates a rehabilitation/home improvement program for owner-occupied single-family detached structures. Owner-occupants must be very low or low income and may receive a grant or deferred loan up to \$5,000 to go toward roof replacements, painting, and/or miscellaneous minor repairs. For the 1992/93 fiscal year, 30 households are budgeted for assistance (20 very low income and 10 low). Currently, the rehabilitation program is not available to apartments.

In recent years, the City has annually assisted between 30 and 50 households through this program. Before the 1991-92 fiscal year, the program was funded by Federal CDBG funds. (However, the City opted to use its CDBG resources in other areas, as explained below.) The City proposes to rehabilitate 30 houses next year ('92/93) too. There are no plans to expand the program to cover apartments or other types of dwellings. Illustrated below are the numbers of rehabilitations that will have occurred by June 1994, the end of the current regional housing needs process. This listing also will be the basis of the Housing Element's five-year rehabilitation objectives.

**TABLE 74. COVINA REHABILITATION PROGRAM ACCOMPLISHMENTS BETWEEN 1984 AND 1994 BY INCOME GROUP**

TIME PERIOD	TOTAL HOUSEHOLDS	HOUSEHOLD INCOME	
	<u>ASSISTED</u>	<u>VERY LOW</u>	<u>LOW</u>
7/89 - 6/90	53	41	12
7/90 - 6/91	52	40	12
7/91 - 6/92	39	30	9
7/92 - 6/93	30*	20	10
7/93 - 6/94	30*	20	10
Totals	204	151	53

\*Estimate

- 2) Analysis - The City's rehabilitation program also has worked well in preserving Covina's older, more affordable housing and therefore should be expanded when funding permits. Also, the City may wish to explore using this program, or some type of derivative thereof, to rehabilitate deteriorating apartments, where, in certain cases identified in Section "B4," needs are great.

**c. CODE ENFORCEMENT**

- 1) Background facts - Since 1991, through the housing division of the CRA, the City/Agency has administered a housing code enforcement program that preserves and maintains the existing affordable housing stock by abating major residential structural and related problems, Zoning

violations, and various property nuisances. The program was conceived as a vehicle for dealing with private property maintenance and structural problems, which rose considerably during the '80s as a result of an aging housing stock, a rising incidence of absentee owners, general decreasing regard for property upkeep and integrity, changing social and economic conditions, and other factors. (Refer to Section "B4" for clarification.)

During the first year of the current housing code enforcement effort, approximately 185 deteriorated and dilapidated dwelling units were undergoing abatement proceedings and/or were rehabilitated. Code enforcement's funding is based on fines and tax liens placed on owners of delinquent properties, which gives the City leverage for abating property nuisances. In investigating code violations, City personnel place top priority on major structural problems that pose the greatest threat to public health, safety, and welfare. In the near future, the City may expand the scope of its code enforcement activities by enacting such programs as a multiple-family inspection process, which would be triggered upon unit vacancies, a comprehensive property records check, which would occur concurrent with any property sale, and/or a neighborhood-specific housing preservation process.

- 2) Analysis - As stated, through Covina's code enforcement efforts, many single- and multi-family properties have been structurally rehabilitated/enhanced and various health, safety, and welfare nuisances/problems have been abated. Because of its viable, leverage oriented funding mechanism and City/Agency administrative support, this program is perhaps Covina's most important tool for preserving and maintaining the affordable housing stock, for protecting Covina's overall appearance and image, and for educating the public on the importance of property maintenance. Considering the facts that Covina is experiencing various socio-economic, demographic, and other changes and that its housing stock is aging, maintaining and expanding existing housing-related code enforcement efforts to identify and abate as great a number of major housing nuisances and problems as possible is essential. One approach, as stated immediately above and as mentioned in Section "E2," could be to focus resources and efforts in any neighborhoods or areas with notably high concentrations of identified violations/problems. This may be an efficient strategy. Moreover, because of the nature and extent of recent structural and related City Code violations, which, in the aggregate, tend to transcend traditional "planning" and "building and safety" purviews, as part of any expanded code enforcement effort, the City may wish to better coordinate enforcement (and property maintenance education) activities among its departments/divisions (for example, including Police and Fire in the process).

d. **COMMUNITY DEVELOPMENT BLOCK GRANT (CDBG) FUNDING**

- 1) Background facts - At one time, CDBG funds financed all Covina property rehabilitation efforts. (Now, as stated above, this area is supported by the CRA's "20% set-aside" fund.) Currently, very little CDBG funds go directly toward housing activities, about \$20,000 for the current fiscal year earmarked for general administrative activities. The City utilizes its CDBG allocation, which is actually apportioned from the Los Angeles County Community Development Commission, for various public works and public service projects, such as minor street repairs and wheelchair ramp construction and library handicapped restroom retrofitting, that satisfy program guidelines. As of Element completion, the City is exploring future CDBG funding options, like limited lower income multiple-family rehabilitation.
- 2) Analysis - It appears to be in the City's best interest to devote a greater share of CDBG funds to specific housing programs, if possible. The CDBG process would complement well existing and possibly expanded rehabilitation and/or code enforcement efforts. Deteriorating multiple family acquisition could be an option, too.

e. (FEDERAL) SECTION 8 RENTAL ASSISTANCE

- 1) Background facts - As of March 1992, 252 Covina households were receiving Federal Section 8 rental subsidies. Under the Section 8 program, qualifying very low or low income households receive from the Los Angeles County Housing Authority (which is part of the Community Development Commission and administers this Federally funded program for Covina) payments equal to the difference between a unit's base rent and 30% of an applicant's monthly gross income. A household receiving Section 8 assistance may either reside in a project-based complex, meaning that all units in the apartment receive Section 8 subsidies, or may have a certificate/voucher, which would apply to any owner-accepting complex. Any unit for which a Section 8 contract is given must meet minimum Federal habitability and adequacy standards.

Of the 252 Covina households now receiving Section 8 assistance, 90 reside in one project-based complex, the Covina Gardens senior citizen only apartment facility at 200-204 West Rowland Street, and the remaining certificates are utilized by persons at various market rate apartments and single-family detached houses in the community. It should be noted that 23 Section 8 recipients reside in the 140-unit City-funded Village Green lower income senior apartment facility, meaning that some households receive two types of assistance. Village Green also is described in detail below.

Since 1988, the total number of Covina households receiving Section 8 assistance increased by 14 (238 to 252). The City is not sure by how many, if at all, the current number will increase in the future. Based on staff research and observations, it is believed that approximately 60% of the current Section 8 recipients are senior citizens. Table 75 shows the numbers of Covina households that receive Section 8 and City rental subsidies.

**TABLE 75. COVINA HOUSEHOLDS RECEIVING RENTAL SUBSIDIES BY PROGRAM TYPE, 1991/92 FISCAL YEAR**

<u>PROGRAM</u>	<u>NUMBER OF HOUSEHOLDS (1)</u>	
1. Section 8	252	(2)
2. City/Redevelopment Agency Set-a-side	87	(3)
	339	

- (1) Categories are mutually exclusive.
  - (2) Numbers of senior and very low and low income households not known.
  - (3) Sixty-eight are seniors, seventeen are non-seniors, and two households are non-elderly handicapped. All 87 households are very low income.
- 2) Analysis - Ideally, local expansion of this program is desired and would greatly address Covina's lower-income housing needs. However, all funding comes from the Federal government, and, in light of current fiscal problems, future increases are uncertain. According to Los Angeles County Housing Authority officials, the minimum "waiting list" period at any one time for Section 8 assistance is approximately 30 months from the date a qualifying household first applies.

f. (FEDERAL) SECTION 236 BELOW MARKET RENTAL RATES

- 1) Background facts - As described in Section "G," under the Federal "236" program, through an agreement with the United States Department of Housing and Urban Development (HUD), the private owner of an apartment complex receives a below market interest rate on the mortgage in exchange for maintaining rents that are affordable to very low and low income households. Currently, there is one "236" project in Covina, the 180 unit Cienega Garden Apartments at 1976 East Cienega Street. In this complex, 168 of the households receive below market rate rents.

- 2) Analysis - This program, as stated above, provides below market rate rents to 168 households and therefore is believed to work well. However, it is extremely doubtful that similar Federally-funded projects will be built. Therefore, the needs to seek additional program funding and resources and to attain cost-effectiveness out of future housing efforts must be underscored.

**g. REDEVELOPMENT AGENCY FINANCIAL ASSISTANCE IN AFFORDABLE HOUSING DEVELOPMENT**

- 1) Background facts - Over the past 10 years, in two cases, the City has assisted private developers by leveraging financing on two affordable housing projects. The first development is the above mentioned 140-unit Village Green senior citizen apartment project, where the City/Agency provided a developer with a special construction loan and both reimbursed the builder for various construction costs and waived several planning and development requirements and standards on the condition that all unit rental rates be suitable for very low and low income seniors and that rental increases be restricted (to annual percentage increases in the consumer price index). In addition to receiving the already reduced rents, 61 and 23 households receive rental subsidies through, respectively, the CRA rental assistance and Federal Section 8 programs. The other project in question pertains to the 216-unit Shadow Hills complex, where the City provided a developer with land acquisition, construction, and public improvement funds through the Multifamily Housing Revenue Bond Process. The Bond program was contingent upon 20% of the units or 44 dwellings being reserved for lower income households. (As stated in Section "G," rent rate restrictions on the 44 dwelling units could terminate in 1997 and the City/Agency will reasonably attempt to preserve the units' affordability status.)

It must also be noted that both the Village Green and Shadow Hills layouts were approved under the Covina Zoning Ordinance's Planned Community Development (PCD) provision, which allows for a relaxation in general development standards if various matters are accommodated. For example, the Village Green complex, which was deemed "high quality" in nature and to serve an important affordable housing function, was approved based on reductions in parking, setback, and unit size standards and an increase in the permitted density. Because the PCD process serves as a housing development facilitating tool, it is discussed separately in Subsection "h" below.

- 2) Analysis - Both projects, especially Village Green (the only "all-senior" lower income housing project built in the '80s with direct City assistance), have provided Covina with much needed lower income dwelling units, and therefore the City should attempt to replicate these efforts, if possible. The City/Agency could also employ other incentives to lure potential developers/investors such as land write downs and then incorporate general concessions like density bonuses (explained in the following section), public improvement and/or development condition waiver, and fast-tract processing.

**h. PLANNED COMMUNITY DEVELOPMENT (PCD) PROCESS**

- 1) Background facts - The PCD is an overlay zone applied to all types of residential (as well as nonresidential) developments on a project-by-project basis that allows for modifications in various planning-related development standards such as building setback, parking, and open space, if a housing project is 1) of high architectural quality, 2) compatible with surrounding uses, and 3) consistent with the General Plan. Special consideration is also given for projects that provide affordable housing units, such as the above noted Village Green complex. The PCD process gives builders flexibility in developing housing so that building expenses can be reduced, other benefits can be realized, and, presumably, housing costs could be at least somewhat reduced. Since the early '70s, 25 residential projects with PCD designations have been built in Covina (17 condominiums/townhouses, 4 apartments, and 4 single-family detached tracts).

- 2) Analysis - The PCD process is a viable planning tool that the City, for reasons stated above, should continue to consider in appropriate projects. However, this mechanism by itself is not enough of an incentive to get, for example, below market rate units constructed. Additional inducements, including, but not limited to, density bonuses and developer construction/financing assistance (like the strategies employed with the above noted Village Green and Shadow Hills complexes) would have to be considered as well.

i. **MULTIPLE-FAMILY AND RENTAL PROPERTY ZONING ACCOMMODATION**

- 1) Background facts - In accordance with State law, many areas around the City are zoned for multiple-family or rental properties, and the community actively accepts and encourages the redevelopment of underutilized residential parcels (that generally have old pre World War II houses) to accommodate apartments and condominiums/townhouses.
- 2) Analysis - Over the years, this practice has worked well in providing current and prospective Covinans with a variety of housing types, has bolstered local economic development, and has furthered various local and State housing and other goals and practices. In the revised General Plan, the City intends to maintain medium and high density designations on a sufficient number of now vacant and underutilized lots in appropriate areas to continue this practice. Although moderate development of this type will be encouraged to continue, in accordance with input received in the data collection phase of the General Plan update process, densities have been reduced slightly.

j. **MOBILE HOME ACCOMMODATION**

- 1) Background facts - In accordance with State law, the City has a "mobile home" zone and strives to preserve its mobile home parks, which, in Covina and in most other communities, tend to constitute an important affordable housing source. Although the City retains Zoning authority over mobile home parks, through an agreement with the California Department of Housing and Community Development (HCD), the State retains building permit issuance and inspection authority over all mobile homes.
- 2) Analysis - The City has and will continue to preserve its five mobile home parks for affordable housing reasons. Because of a lack of inexpensive large, flat, and vacant parcels in locations suitable for residential development, it is unlikely that future mobile home parks can be developed, however. (As discussed in the nonconforming use section above, one of Covina's mobile home parks is a deteriorating property in an industrial area that the City may want to abate or make nonconforming. This facility requires further study.)

k. **MANUFACTURED HOUSING ACCOMMODATION**

- 1) Background facts - In accordance with State law, the City permits pre-manufactured housing in most single-family detached and all apartment and condominium/townhouse areas (e.g., in the "R-1-7500" and "RD" Zones). In the early '80s, the State required cities to permit detached manufactured housing, in addition to mobile homes, in at least one residential district. Manufactured housing has been identified as an affordable alternative to conventional production houses.
- 2) Analysis - The City will continue to permit this type of dwelling unit, subject to general site location and design standards. As of Housing Study preparation, however, no premanufactured units have been built. It is not known whether and, if so, how many, premanufactured housing units will be developed on Covina's relatively few remaining vacant "R-1-7500" lots. (Because of high land values, construction of this type of dwelling in "RD" areas appears doubtful.)

### **3. Potential Housing Programs**

The previous section discussed and analyzed existing Covina housing programs. It is also necessary here to touch upon potential programs, particularly those that would be most viable for Covina. Thus, listed below are various key housing measures that, because of their apparent applicability and/or relevancy, the City should consider adopting. These programs, along with other measures and existing efforts, are described, clarified, and expanded upon in the implementation chapter of the Housing Element.

The potential programs, which range from increasing the housing stock for various segments to maintaining and preserving existing units, are listed below, not in any particular order, though measures are organized within a 5-topic framework in the Housing Element. The potential programs are:

- a. Permit second units or granny flats on single-family detached properties.
- b. Permit mixed use developments (such as multiple-family residential or single room occupancy (SRO) units over commercial activities) within a vibrant, functional "urban village" context, in appropriate areas in and around the downtown.
- c. Enact additional local ordinances, programs, and practices to identify and abate the maximum possible number of housing-related City Code violations and to better educate the public in this area, thereby supplementing existing code enforcement efforts. Special attention should be given to achieving greater intra-departmental coordination, in light of the extent and nature of various housing problems, as well as possibly focusing resources and efforts in neighborhoods or areas with notably high concentrations of identified violations/nuisances.
- d. Develop an informational, bulletin board-oriented shared housing program for seniors and non-seniors to match housing-needed single persons with other individuals either looking for shelter or willing to rent out an extra room.
- e. Issue land write downs plus related concessions and incentives in the development of affordable housing.
- f. Develop first-time homebuyer loan program coordinated with financial institutions, possibly based on the Community Reinvestment Act.
- g. Help establish or work with community development corporations (CDCs) or other nonprofit groups by providing technical assistance and funding or loans in either building or rehabilitating housing.
- h. Consider utilizing one or more State programs to expand the supply of affordable units, such as Rental Housing Construction, for new multi-family construction; California Housing Rehabilitation Program - Owner Component, for general rehabilitation; California Housing Rehabilitation Program - Renter Component, for suitable for rehabilitating old apartments in Downtown (such as the former Pacino's at 225 North Citrus Avenue). Also consider following one or more Federal programs such as HOME, the funds of which could apply in several areas: multiple-family construction; owner- and renter-occupied rehabilitation; and first time homebuyer loans.
- i. Review Planning and other City Department/Division Codes and procedures and streamline and modify those found to be unnecessary or excessive.
- j. Streamline development review process for special, affordable housing developments.
- k. Modify Covina Zoning Ordinance to accommodate homeless shelters and transitional housing in "RD" (apartment/ condominium) and "C-P" (professional office) zoning districts.
- l. Develop and maintain a homeless facility referral list.

- m. Study overcrowding in housing units and develop a strategy for reducing the problem.
- n. Study and monitor any identified negative impacts associated with the possible abatement of Zoning-Ordinance defined "detrimental" nonconforming residential properties, an underlying strategy of which would be intended to promote land use compatibility, physical betterment, and/or economic development.
- o. Continue to monitor public and other surplus land for potential affordable housing development.
- p. Consider the feasibility of initiating a program, based on whatever funding is available, to purchase and/or rehabilitate major deteriorating apartment complexes.
- q. Prepare and adopt a density bonus ordinance, based on State law, granting site-specific "upzoning" and other concessions if a project contains a minimum amount of units affordable to lower income households.
- r. Monitor the impacts of future development activities on City services and on the infrastructure and prepare appropriate responses, particularly regarding streets, parks/open space, and emergency services.
- s. Monitor special, low income housing projects for possible termination of affordability restrictions, paying particular attention to the potentially "at risk" Shadow Hills complex.
- t. Compile and maintain information on existing and potential sources of funding and on affordable housing developers.
- u. Prepare and adopt an ordinance that, relating to density computation, would consider two dwelling units as one if the project greatly addresses major Covina lower income housing needs.

#### **4. Summary of Key Facts**

- a. The focus of Covina's current housing strategy are various housing programs that are administered through and/or funded by the Covina Redevelopment Agency (CRA), the City itself, and the Federal government (through the Los Angeles County Community Development Commission).
- b. Funding for CRA and City programs/housing efforts comes from redevelopment's tax increment "20% lower income housing set-aside" fund, the municipality's general fund, and fines imposed on property owners undergoing code enforcement actions.
- c. The current major Redevelopment and City housing programs are:
  - 1) Rent Subsidy (87 very low income households are now assisted).
  - 2) Rehabilitation (in the current fiscal year 30 very low income homeowners-occupants are assisted with grants or loans to do various home repairs).
  - 3) Code Enforcement (recently, 185 deteriorating and dilapidated structures have been or currently are being abated. Because of some existing housing/property maintenance problems, code enforcement is regarded as a major City concern and will likely be expanded).
  - 4) Community Development Block Grant (CDBG) funding.
  - 5) (Federal) Section 8 Rental Assistance (252 Covina households at various locations receive assistance).
  - 6) (Federal) Section 236 very low and low income rental restrictions for Cienega Gardens Apartments (168 of the complex's 180 households are assisted).
  - 7) Redevelopment agency financial assistance in the development of two apartment complexes.
  - 8) Planned Community Development (PCD) Process (allows for cluster developments and reductions in standards if certain conditions have been met --to date 25 residential PCDs have been built).
- d. Although the existing Covina Housing Element is obsolete, the City has been implementing several viable programs, as noted above, that collectively are consistent with the intent of State housing element law,

which is to facilitate the construction of a variety of unit types and the preservation and maintenance of the existing affordable housing stock.

- e. Generally, all existing programs work well and should be maintained and, if possible, expanded.
- f. To bolster and improve Covina's housing efforts, several new programs should be considered, such as permitting second units on single-family lots, enacting a density bonus program, expanding the scope of existing code enforcement activities, permitting mixed uses, purchasing and/or rehabilitating deteriorating apartments, and issuing land write downs in affordable housing development.

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## **J. HOUSING INFORMATION OBTAINED THROUGH CITIZEN PARTICIPATION**

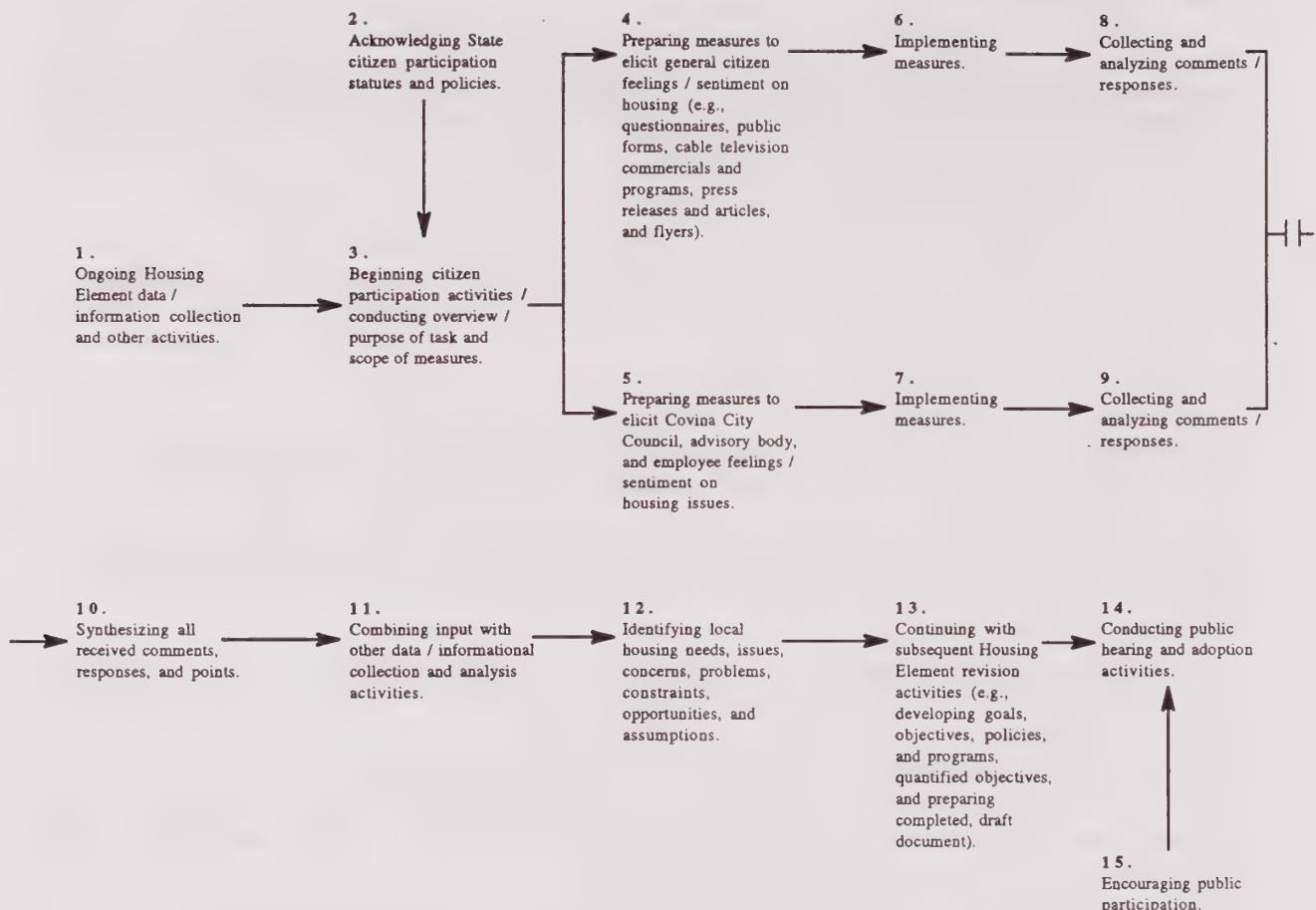
### **1. General Information**

State planning law requires a local government in the course of updating its housing element to “make a diligent effort to achieve public participation of all economic segments of the community” to best identify all issues and needs. To fulfill the citizen participation requirement for this topic as well as other Covina General Plan Elements, the City Planning Division:

- a. Prepared and distributed a “short” questionnaire to all Covina households.
- b. Prepared and distributed a “long” questionnaire on a random basis to approximately 10% of all Covina area households.
- c. Conducted two “town hall meetings” or public forums.
- d. Prepared a cable television commercial on the General Plan update and had a staff member appear on a local cable television program to discuss the General Plan update process and answer public questions.
- e. Prepared and distributed several general plan update flyers at City Hall and at various public functions. Also prepared press releases and articles in various newspapers and City publications on the update process and on the public forums.
- f. Received numerous comments from the public regarding housing on the phone, at the counter, in the field, through the mail, and in the course of site specific project reviews.
- g. Met with and elicited the views of Covina’s Housing Advisory (HCDA) Committee.
- h. Organized, met with, and elicited the views of a housing sub-committee of Covina’s General Plan Update Committee.
- i. Met with and elicited the views of City of Covina employees who deal with housing issues.

Chart 2 on the following page illustrates the citizen participation activities in relation to the overall Housing Element update process.

## CHART 2. CITIZEN PARTICIPATION PROCESS



### 2. Citizen Participation Methods

The remainder of this section is devoted to discussing the above items and, where appropriate, highlighting the housing-related input. In some cases, documents are referenced to the APPENDICES. It must be emphasized that all public comments have been carefully studied by the Planning Division and, to the greatest extent feasible, incorporated into the body of data and information that was utilized in developing the Housing and other General Plan Elements.

#### a. "Short"/Community Resources Brochure Questionnaire

The Short Questionnaire was distributed in January 1989 to all City and County households. (The Planning Division felt including County households was appropriate to ensure that as many views as possible could be addressed.) The purposes of the two-page Questionnaire, which appeared in the winter 1989 Community Resources (now Parks and Recreation) Department brochure, were to identify local citizen views on various planning-related issues for the General Plan update (i.e., housing was one of several matters of which the City desired input) and to serve as a basis for developing a more detailed, random survey (the Long or Community Questionnaire, which is discussed below). Eighty-one responses to the Short Questionnaire were returned to Planning out of 21,436 sent out (the then total number of dwelling units in Covina's planning area). Although the 81 responses have been analyzed and considered here, the low response rate tends to limit the number of inferences that could be made regarding the entire population. A copy of the entire Questionnaire and all corresponding responses are illustrated in APPENDIX F. Below are key housing-related comments.

- 1) 58.5% of the respondents said that "housing costs and availability" were moderate or major concerns.
- 2) 49.3% of the respondents said that "housing subsidies and maintenance programs" were moderate or major concerns.
- 3) In response to the question, "In your opinion, what are the major local planning and development issues facing Covina today?" 14.4% of the respondents indicated that the City should adopt a "slow to moderate growth" policy.
- 4) In response to the question, "What goals would you like to see the City adopt to guide development over the next twenty-five years?" 27.1% of the respondents indicated "slow or control growth/maintain low-intensity development pattern or small town atmosphere," 18.5% of the respondents said "limit apartment/multi-family development," and 13.5% said "encourage pride of ownership/property maintenance/home improvements."
- 5) The following question and accompanying responses are shown as they appear in the actual "answer copy" of the Questionnaire (APPENDIX F).

Do you think any of the following housing types should be built in greater amounts than others? Please rate these on a scale from "none needed" to "many needed." Circle the appropriate number.

	DON'T KNOW	NONE NEEDED	SOME NEEDED	MANY NEEDED
a) Single-family detached houses	12.3%	11.1%	38.2%	38.2%
b) Condominiums and townhomes	14.8%	49.3%	30.8%	4.9%
c) Apartments	16.0%	60.4%	20.9%	2.4%
d) Mobile homes	20.9%	64.2%	11.1%	3.7%
e) Other _____				

**b. "Long"/Covina Community Questionnaire**

The Covina Community Questionnaire was the Planning Division's primary tool for gathering public input. The Questionnaire was distributed in July 1989 and, like the Short Questionnaire, functioned primarily to identify local citizen views on various issues (again, housing was one of several topics covered) to assist the staff in revising the Covina General Plan. A total of 2,208 forms were mailed out--or one to every tenth City and County dwelling unit. (The 10% sample was based on available funding.) The response rate was 15%, or 332 forms were returned. Based on generally accepted statistical theory, this rate is sufficient to make accurate inferences of the overall population. The entire Questionnaire appears in APPENDIX G. Listed below are housing related Questionnaire queries and accompanying response percentages.

- 1) In response to the question, "Please circle the number that best expresses your assessment of the importance of the areas of concern or issues listed below," regarding housing-related issues, the following answers were given. (Note: percentage figures for the below and all other questions mean "the percentage of persons responding in the affirmative for this category.")

	NO CONCERN	MINOR CONCERN	MODERATE CONCERN	MAJOR CONCERN
a) Overdevelopment	4.4%	15.4%	29.2%	50.9%
b) Traffic	5.0%	14.3%	31.5%	49.2%
c) City appearance	4.5%	8.4%	33.2%	53.9%
d) Maintaining private property (yards, lawns, building appearances)	5.5%	9.7%	30.7%	54.0%
e) Housing costs and availability	6.2%	17.6%	34.0%	42.2%
f) Housing types and distribution	5.2%	11.8%	35.6%	47.4%

- 2) A number of ways to improve housing opportunities for low and moderate income residents and senior citizens in Covina have been proposed. Which of the following would you support on a scale from "would not support" to "strongly support."

	DON'T KNOW	WOULD NOT SUPPORT	MODERATELY SUPPORT	STRONGLY SUPPORT
a) Require that projects include a percentage of affordable housing	8.2%	28.5%	33.1%	30.2%
b) Permit more units to be built on lots zoned for apartments or condos if a percentage of affordable units is included	5.7%	63.7%	17.7%	13.0%
c) Encourage more renter-occupied housing to be built throughout City	8.0%	63.1%	18.8%	11.8%
d) Encourage second units on single-family lots	7.3%	58.8%	21.8%	12.1%
e) Encourage affordable senior-citizen only housing	5.4%	13.3%	35.8%	45.6%
f) Expand housing subsidy programs for seniors and low-income households	6.0%	28.5%	35.8%	29.7%
g) Expand programs to conserve and rehabilitate existing housing	5.8%	7.8%	38.6%	47.7%
h) Encourage prefabricated housing	14.2%	52.5%	20.2%	13.1%
i) Other (please specify) _____				

(Moderately or Strongly Support for all responses)

Affordable Housing	58.1%
No More Low Cost Housing	25.8%
More HUD Housing Programs	9.7%
Better Balance of Different Types of Housing	6.5%

- 3) On a scale from "none needed" to "many needed," to what extent do you feel the following housing types should be built in Covina over the next 25 years?

	DON'T KNOW	NONE NEEDED	SOME NEEDED	MANY NEEDED
a) Single-family detached units	4.6%	14.1%	43.1%	38.2%
b) Condominiums and townhomes	4.4%	39.9%	47.3%	8.4%
c) Apartments	5.4%	59.7%	28.5%	6.4%
d) Mobile home parks	8.3%	59.7%	26.7%	5.3%
e) Second units on single-family lots	7.5%	55.6%	25.8%	11.2%
f) Other (please specify) _____				

(Some or Many Needed for all responses)

More HUD Housing	50.0%
Senior citizen housing exclusively	33.3%
Lower income housing for first time home owners	5.6%
Let property owners maximize densities	11.1%

- 4) What do you think the City should do with its relatively high percentage of medium to high density developments (i.e., apartments, condominiums, and townhomes)?

a) Nothing - allow development to continue at current pace	13.8%
b) Reduce slightly the number of units that can be constructed on lots zoned for apartments, condominiums, etc.	21.7%
c) Reduce greatly the number of units that can be constructed on lots zoned for apartments, condominiums, etc.	62.2%

#### c. Public forums/town hall meetings

In spring 1989, the Planning Division conducted two open meetings in the Joslyn Senior Citizen Center to meet the public directly and to receive comments on land use, transportation/circulation, housing and other topics. Both meetings were advertised in the local newspapers, press releases were prepared, and letters were mailed to local service clubs and various groups such as the local real estate board.

To provide a framework for meeting discussions, Planning prepared a handout with housing and other questions (refer to APPENDIX H). In response to the housing questions, the following comments, which have been synthesized from both meetings, were made.

- 1) We should have slow to moderate housing growth.
- 2) The residential character of Covina should remain that of single-family detached homes with a small-town atmosphere.
- 3) Where appropriate, old, deteriorating residences that are regarded as architecturally or historically significant should be restored and/or moved.
- 4) The few remaining areas in the downtown that have not been upzoned should remain single-family detached

to allow at least some of Covina's early history to be preserved.

- 5) Covina's special character should be preserved by maintaining a diversity of various types of old and new homes and by following various architectural styles for new homes.
  - 6) We should question whether it is appropriate, or possible in light of current conditions and community sentiment, to provide 976 units over next 5 years as directed by SCAG. If possible, the number should be lowered.
  - 7) Currently, Covina has too many apartment units. The proliferation of apartments can lead to "problems." However, the City must permit some apartment construction, as well as moderate condominium and townhouse development, to provide housing opportunities for prospective Covina buyers who cannot afford single-family detached residences. Owner-occupied medium or high density complexes (i.e., condominiums and townhomes) are preferable to apartments.
  - 8) Citywide, multiple-family densities should be reduced. City officials should ensure that all developments are high quality in nature and that developers comply with all standards, especially the provision for minimum amounts of open space and parking.
  - 9) Some of the new residential subdivisions have relatively small lots. These developments must be reviewed carefully to ensure that they will be viable.
  - 10) We may wish to reconsider our strict guidelines on second units or granny flats, which could be discouraging legitimate granny flat applicants. Granny flats should be regarded by the City as a viable housing option for senior citizens. However, our standards must not be too lenient, and the character of single-family neighborhoods must not be changed.
  - 11) The City must build low-cost housing that senior citizens can afford. Long-time Covina residents who cannot afford market rate prices should be given top priority in terms of housing assistance. But we should also provide affordable housing to incoming young households and the handicapped.
  - 12) All affordable housing complexes must be located within close proximity to public transportation stops, shopping facilities, parks, and community and medical services. In certain cases, it may be appropriate for the City to permit low cost housing developments with densities higher than allowed on market rate complexes (such as the Village Green development).
  - 13) One method of attaining more affordable housing that the City should explore is buying certain deteriorating apartment projects, repairing them, and then renting out the units as reduced rates.
  - 14) Covina needs a better code enforcement program to catch such violations as illegal garage conversions and other types of illegally constructed dwelling units. One aspect of this program should be to educate the public, through handouts and other methods, on what residents can and cannot do with their properties. City officials simply do not know the seriousness of many violations.
- d. **Local cable television station commercial and interview of Planning staff member on the same station regarding General Plan update.**

In April and May 1989, a 30-second cable television commercial on the then-upcoming public forums and on the General Plan update process appeared on two local stations. The commercial showed various sections of Covina as an announcer described the need for public attendance at the forums and participation in the overall update process. (A verbatim transcript is presented in APPENDIX I.) Regarding the cable television interview, the Covina City Planner appeared on a local news-oriented program and spoke of and answered various questions about the City's General Plan revision activities.

**e. Preparation and distribution of flyers and local newspaper press releases on the General Plan update.**

Since 1989, the City Planning Division has prepared several flyers, articles, and press releases on various facets of the General Plan update. For example, flyers on both the overall process and on the importance of public participation have been handed out at local fairs and business expos. Also, articles have been written in quarterly City publications such as the Parks and Recreation Department brochure and the official City newsletter, City View. Moreover, during various periods, local newspaper press releases on the General Plan update and/or citizen participation activities have been sent to the San Gabriel Valley Tribune and the Covina Press-Courier Highlander. Copies of these materials can be found in APPENDIX J.

**f. The receiving of numerous public comments on housing issues through day-to-day activities.**

Since the General Plan update process began in 1988, the City planning staff, particularly the Associate Planner in charge of the General Plan assignment, have received many housing-related comments through public discussions on the phone, at the front counter, and with project applicants and related consultants during development reviews. Many noteworthy comments and suggestions were made, most of which were similar to the above noted public forum remarks and community questionnaire response orientations. Although this process was not an "official" citizen participation tool, conversing with the public at City Hall and in the field nevertheless served as another vehicle for identifying, clarifying, and verifying local views on housing and related issues.

**g. Meeting with Covina's Housing Advisory Committee.**

In spring 1989, the Planning Division twice met with the City's nine-member Housing Advisory Committee to ascertain its views on Covina's housing situation and on potential new programs. (The complete name of the body is the Housing and Community Development Act (HCDA) Advisory Committee, which was formed in the mid-70's to make recommendations on the disposal of CDBG and other Federal monies and on matters pertaining to City housing and related programs.)

Based on a Planning-prepared handout with questions, the following HCDA comments were made. The remarks represent a synthesis of comments during both meetings. Planning's questions can be found in APPENDIX K.

- 1) The City should meet, but not exceed, the number of housing units (976) that the Southern California Association of Governments (SCAG) requires us to accommodate. If possible, a lesser number should be provided.
- 2) Covina should remain a family-oriented community with primarily owner-occupied units. Single-family tract housing is preferable to condominiums and townhomes. We should also maintain existing mobile home parks, allow for moderate apartment construction, and facilitate the development of senior citizen only housing.
- 3) Apartments and condominiums and townhomes can be constructed in the downtown and along major streets as long as the developments are high quality and consistent with surrounding land use and road conditions. A three-story condominium/townhome complex is preferable to a two-story apartment.
- 4) We should balance economic and employment needs with residential development. Specifically, commercial developments must be maintained and the City should continue to welcome small- to medium-size businesses and industrial operations to attain greater tax revenues and job opportunities.
- 5) The City's current housing image, which is that of a family-oriented community dominated by owner-occupied residences, should continue in the future. However, all household and housing types must be

considered as the demographic and physical makeup of Covina continues to change.

- 6) The City should follow State density bonus law for attaining low- and moderate-income housing. However, we should not reduce development standards. A fair amount of housing in and around the downtown is needed for senior citizens and for low- to moderate-income persons.
- 7) The City may wish to assist incoming poor households, though housing needs must be balanced with long-time Covina residents and senior citizens.
- 8) Covina should not enact any rent control on mobile home parks or apartments. We should remain neutral on converting mobile home parks to condominium arrangements, but we should also discourage the conversion of mobile home parks to other uses.
- 9) The City should not reduce development standards in exchange for affordable housing.
- 10) The Covina Redevelopment Agency (CRA) should consider buying and rehabilitating deteriorating apartment projects and turning them into affordable senior citizen rentals. Maintenance and operations should be handled by private management companies. Other arrangements, such as the CRA working with the private sector in developing affordable housing, should also be explored.
- 11) Covina's housing programs should be prioritized as follows:

- 1st - Low-income Covina senior citizens.
- 2nd - Young, first-time buyers.
- 3rd - Handicapped persons.
- 4th - Incoming low-income residents.

Rental assistance programs for elderly lower income Covina residents must remain a priority.

- 12) The City should continue and, if possible, expand its existing housing rehabilitation program to fund more home repairs and to cover apartments.
- 13) The City should enact a more extensive code enforcement program. Included in this must be implementation of the soon-to-be completed private property maintenance ordinance. However, the City must be sensitive to poor, elderly homeowners who may lack the physical or financial ability to clean up their properties.
- 14) All future housing development in Covina must be high quality in nature. Prior to final city approval of any housing project, the Planning staff must ensure that all Planning codes and conditions have been followed.
- 15) Because of Covina's shortage of parks, we should avoid, as much as possible, the conversion of existing parks and open space resources.
- 16) The City should explore the overcrowding problem and, if possible, prevent several families from occupying any one dwelling unit.
- 17) The City should explore the possibility of confiscating and selling properties where drugs are found. This could be an additional method of attaining funds for City housing programs.
- 18) All Covina departments and divisions should evaluate development proposals in a manner that best meets the needs of the citizens of Covina. Overly restrictive requirements should be repealed.
- 19) City departments and divisions should better disseminate information on community codes and policies to the public, particularly regarding private property maintenance and code enforcement. Also, the departments

and divisions need to better coordinate among themselves the application of their codes and policies.

- 20) Once adopted, the new General Plan must be implemented as intended.

**h. Organization of and meetings with Housing Subcommittee of Covina General Plan Update Committee.**

To involve the Covina City Council and Planning Commission in the update effort and to elicit the views of these two bodies, the Planning Division formed the Covina General Plan Update Committee, which actually was organized according to and met in three small Subcommittees: Land Use, Community Design, and Redevelopment; Circulation, Open Space, and Noise; and Housing. Each Subcommittee was comprised of two Council members and two Planning Commissioners, and the meetings were held in February and March 1989.

Refer to APPENDIX L for the questions Planning prepared for the Housing Subcommittee, whose comments are listed below:

- 1) There should be less new apartment and condominium development. Existing densities should be reduced. Future apartment and condominium construction should be oriented around major thoroughfares that are already designated for medium to high density development, or around areas like Center and Dexter Streets (downtown) that are well into the transition from old, single-family homes to apartment/condominium complexes. This determination is based on, among other things, the City's high percentage of apartments and condominiums, the basic character of the community, and on a possible future strain on City services. However, the development reduction shall be balanced with the City's Regional Housing Needs Assessment (RHNA--SCAG's requirement for providing a specific number of housing units).
- 2) On streets that are now zoned for apartments and condominiums with no more than two multi-family complexes, no additional apartments/condominiums should be permitted. Both Zoning and General Plan designations should be changed to reflect this. Existing multi-family complexes would be made non-conforming.
- 3) The City's future "residential image" shall continue to be one of predominantly well-maintained single-family detached homes. This policy is in line with the desire to retain Covina's small town atmosphere.
- 4) All future apartments and townhouses shall be high quality in nature and low- to medium-density (at or under 20 units per acre) in character. Variances should be discouraged. (See item 6 for proposed densities.) Any further increases in densities and any reduction in standards must be appropriate and in line with overall housing goals and policies, while density reductions themselves must be reasonable and defensible against possible legal challenges.
- 5) Mobile home parks should be preserved because of their value as a source of low- to moderate-income housing.
- 6) Residential density categories should be reduced. For example:

Low Density	1-6	units/acre
Medium Density	7-15	units/acre
High Density	16-20	units/acre

For special senior citizen housing complexes, such as Village Green on East Covina Boulevard, two units could be considered as one for purposes of complying with the above density limits. The City would also need to make a low/medium density classification for building single family homes on lots that are substandard in size (i.e., less than 7,260 square feet). A density bonus of approximately twenty percent may be appropriate to encourage lot consolidation.

The below numbers illustrate how the proposed densities would affect multi-unit development on a typical, single lot in the downtown.

- |   |   |
|---|---|
| 1. $60' \times 175' = 10,500$ sq. ft.<br>(.24 acre) (A typical<br>lot size)   | 2. $50' \times 175' = 8,750$ sq. ft.<br>(.20 acre) (Another typical<br>lot size)            |
| a.     6 units - 25 units/acre<br>5 units - 20.83 units/acre  | 6 units - 30 units/acre<br>5 units - 25 units/acre  |
| b.     4 units - 16.67 units/acre<br>3 units - 12.50 units/acre   | a.     4 units - 20 units/acre<br>b.     3 units - 15 units/acre<br>2 units - 10 units/acre |
| <p>a. Existing maximum number of units that can fit on site.<br/>b. Proposed maximum number of units that could be constructed.</p> |   |

Thus, the proposed density limits would reduce slightly the maximum number of units permitted on lots of both sizes. The reduction would not be unreasonable and is in-line with current development standards anyway. (Refer to Section "E7" above and Land use Study for clarification.) Utilizing a twenty percent density bonus provision on two of the above size parcels would result in the following development scenarios:

- |   |   |
|---|---|
| 1.     21,000 sq. ft. total acres<br>- equates to 10 units<br>(Limit without density<br>bonus would be 8 units) | 2.     17,500 sq. ft. total area<br>- equates to 7 units<br>(Limit without density<br>bonus would be 6 units) |
|---|---|

- 7) Regarding "affordable" housing, the City should attempt to acquire older, substandard apartments, rehabilitate them, and implement appropriate management programs. This would provide the City with better control over low- to moderate-income projects. As mentioned in item 6, a density bonus provision for senior citizen units should be considered as a means of encouraging more complexes to be built.
- 8) A major housing strategy of the City should be the preservation and rehabilitation of old housing units/complexes.
- 9) Regarding the many 100' x 300' residential lots that are developed with only one house and surrounded by single family uses, the City should encourage their continued existence because "flag lot" layouts are undesirable and because the construction of apartments or condominiums may not be compatible with adjacent uses.

i. **Meetings with various City of Covina employees.**

The City Planning staff met with all Covina department and division heads to ascertain their views on various physical, environmental, economic, and social matters pertaining to the General Plan update. On the issue of housing, Planning paid particular attention to remarks received by four departments/divisions: Administration, Redevelopment Agency, Special Programs and the former and Housing Division of the Community Development Department. (Currently all housing functions of the former Housing Division have been shifted to the Redevelopment Agency, and Housing has been renamed Special Programs. The Special Programs section currently administers the CDBG, local transportation, and other programs). All comments from these departments/divisions have been considered in preparing the Housing Element, and, although the initial contacts were made in 1989, Planning has maintained contact to note any changes of opinion/policy. All questions asked of City of Covina officials appear in APPENDIX M. Overall, their comments seemed to focus on:

- 1) The importance of housing code enforcement and the need to maintain the structural condition of private properties, particularly aging apartments.
- 2) The importance of maintaining and, where possible, expanding the housing rehabilitation program.
- 3) The need to limit future apartment development. (This is the view of a few, though not most, officials.)
- 4) The need to be receptive to all future medium and high density complexes. (This is, of course, in contrast to #3 above, which is indicative of differing opinions of apartments among the staff.)
- 5) The need to continue and, where possible, expand rental subsidies.
- 6) The need to develop new housing programs, particularly those that will generate the greatest benefits for the least expenses.

### **3. Synthesis of All Housing Comments/Points**

As stated throughout the Housing Study and detailed in this section, the Planning Division has complied with the State general plan citizen participation requirement through employing a number of methods and, to the greatest extent practical, all of the input has been analyzed and considered in preparing the revised Housing Element. The synthesis of this input, which is incorporated in the important overall city housing issue identification process (see Section "K"), is presented below.

- a) Maintaining a moderate amount of future development and an appropriate mix of dwelling unit types.
- b) Maintaining the current residential land use distribution or pattern, particularly with respect to medium and high density developments in currently existing or appropriate neighborhoods, and attempting to mitigate potential land use conflicts.
- c) Locating lower income or senior citizen apartments in areas accessible to shopping, services, recreational facilities/centers, and public transportation routes.
- d) Maintaining Covina's small-town character/good image.
- e) Preserving houses and/or blocks deemed architecturally and/or historically significant.
- f) Maintaining high quality, attractive, and functional new housing developments and additions and reviewing carefully any reductions in design guidelines or development standards to accommodate any dwelling unit type, particularly lower income housing.
- g) Promoting private property maintenance as much as possible.
- h) Accepting granny flats and complexes built with density bonuses.
- i) Developing new programs with viable funding mechanisms to purchase deteriorating apartments-and possibly converting them to affordable housing complexes.
- j) Continuing with and expanding the housing-related code enforcement and rehabilitation programs as a means for preserving affordable housing and for maintaining the integrity of Covina's neighborhoods and for overall community appearance and character.
- k) Better addressing lower income, particularly senior citizen, housing needs through such avenues as affordable housing development and rental subsidy expansion.

- l) Acknowledging its most urgent “special housing needs,” which are believed to be very-low income seniors overpaying for housing, very-low income non-senior households overpaying for housing, very low income handicapped persons (of all age levels), and potential incoming, young first time home buyers. Additional prioritizing may be needed.
- m) Monitoring overcrowding and developing responses, if appropriate.
- n) In terms of complying with SCAG’s “future construction needs,” ensuring that our development objectives can be accommodated considering Covina’s existing situation, housing characteristics, development constraints, and the need to maintain and, where possible, bolster the local economy.
- o) Reducing downward, in a reasonable and defensible manner, the density limits pertaining to all 3 existing categories, particularly “medium” and “high.” The maximum high density designation should be around 20 dwelling units per acre.
- p) Where possible, City departments should streamline development regulations, better coordinate plan review activities, and better disseminate information to the public on such issues as the importance of private property maintenance, code enforcement, and operating City/Redevelopment Agency housing programs.
- q) Pursuing cost effective strategies pertaining to current and future housing programs.
- r) Recognizing the need to implement the revised Housing Element as intended, following adoption.

## **K. COMMUNITY HOUSING ISSUES, OPPORTUNITIES, AND ASSUMPTIONS**

### **1. General Discussion**

In order to best shape the goals, objectives, policies, and programs or implementation measures of any general plan element, the update process must include an identification of what the State General Plan Guidelines calls “Issues,” “Opportunities,” and “Assumptions.” Issues are defined as important community matters or problems that warrant recognition, discussion, and analysis. For this Housing Study, then, the issues would be comprised of the important housing-related information, matters, and problems that have been presented in Sections “A” through “J” above. Opportunities, moreover, are actions or potential actions of the subject community or another governmental entity that could benefit the City implementing the general plan. An example of an opportunity is a public agency that sells or donates land for affordable housing purposes. Assumptions, lastly, basically are suppositions regarding various factors and issues during general plan or element implementation. This section, then, serves as a conclusion to the Covina Housing Study and as a foundation for key components of the Housing Element document.

For reasons of clarity and simplicity, the issues, opportunities, and assumptions are presented below within a six-topic framework. Within each area, it should be noted, the three terms are not listed in any particular order. The framework is:

1. Housing Unit Types and Amounts and Future Development Activity.
2. Housing Location and Distribution.
3. Structural, Occupancy, and Community Aesthetic Conditions.
4. Housing Costs and Affordability.
5. Demographic, Social, Income, Economic, and Employment Characteristics and Trends.
6. Special Housing Needs.

The remainder of this section lists the respective topics’ issues, opportunities, and assumptions, which are not prioritized or presented in any particular order. It must be noted that the topics are not mutually exclusive. Therefore, some of the issues overlap.

### **2. Area 1 - Housing Unit Types and Amounts and Future Development Activity**

#### **a. Issues**

- 1) Recognizing City’s obligation to maintain and accommodate a variety of housing types for all economic segments, while finding an appropriate dwelling unit mix.
- 2) Dealing with City’s perceived over-concentration of apartments and perceived permissive medium and high density limits and, accordingly, making reasonable density adjustments.
- 3) Maintaining (or need to maintain) moderate amount of future growth.
- 4) Accommodating future growth with adequate public services, facilities, and infrastructure.
- 5) Establishing reasonable medium and high density limits in an era of increasing land use intensification pressures.
- 6) The impact of future commuting patterns and major employment centers on Covina housing.
- 7) The impact of Metrolink Commuter Rail Station on future Covina housing decisions.
- 8) Addressing SCAG’s (Southern California Association of Governments, the advisory regional planning agency for the region) future housing construction needs targets while considering Covina’s existing

situation, generally built-out character, development constraints, and economic development factors, such as the City's need and obligation to focus on job retention and growth.

- 9) Accommodating continuing infill development of all types.
- 10) Accommodating continuing medium and high density developments, particularly apartments, as a means of addressing lower income housing needs.
- 11) Maintaining mobile home parks.
- 12) Maintaining the City's Planned Community Development (PCD) process (in the Zoning Ordinance) as a vehicle for encouraging medium to high density developments.
- 13) Permitting second units (or granny flats) on single-family lots and accepting multiple-family complexes with density bonuses as way of attaining more affordable housing development.
- 14) Acknowledging the fiscal and economic constraints involved in changing commercial or industrial land uses to residential.
- 15) Considering accepting mixed use arrangements, particularly in and around the downtown, as a mechanism for obtaining additional housing and bolstering revitalization activities.
- 16) Addressing the City's park/open space deficiency, which will be exacerbated by population growth, with reasonable potential measures.
- 17) Addressing how to abate major or Zoning-defined "detrimental" nonconforming uses, which the City may pursue under appropriate circumstances, in a fair and reasonable manner.
- 18) Deciding whether a particular, deteriorating mobile home park and approximately 266 single-family houses in multiple-family areas should be made nonconforming.
- 19) Considering the viability of the density bonus process and accompanying development standard reduction in obtaining affordable housing.
- 20) Monitoring future demolitions to detect any serious depletion of Covina's affordable housing stock.
- 21) Along with constructing and maintaining its housing, recognizing Covina's obligation to maintain and, where possible, increase its number of employment opportunities to have a good jobs-to-housing ratio and to bolster local economic development efforts.
- 22) Maintaining appropriate development standards to ensure high quality, attractive, and functional housing developments and being cautious about standard reductions.
- 23) Following through on required "analysis of potential housing sites" activity by ensuring adequate Zoning, programs, and monitoring.
- 24) Addressing single-family detached housing developments with relatively small-size lots and considering appropriate acceptance guidelines.

**b. Opportunities**

- 1) Various County public works projects could facilitate future residential development.
- 2) The revitalization of the downtown and the recent opening of the Metrolink Commuter Rail Station

together could bolster potential housing opportunities, notably mixed use developments, in the downtown area. The downtown may be well suited for an “urban village” concept, whereby housing and other development is oriented toward Metrolink-dependent working professionals.

**c. Assumptions**

- 1) Although the City’s overall dwelling unit mix will likely not change a great deal in the future, there will be a greater proportion of apartments and condominiums/townhomes.
- 2) Because of various economic forces and related factors and because of existing and underutilized and vacant properties, there will continue to be pressures for “moderate” growth and residential density intensification throughout Covina, regardless of what General Plan residential density limits are adopted.
- 3) There will be additional public surplus sites available for housing development.
- 4) In some cases, abating nonconforming units could displace lower income households/families.
- 5) Assisting in the development of lower income housing will continue to be a major challenge.
- 6) Full implementation of the density bonus process would greatly facilitate the construction of lower income units.
- 7) The City will not be able to develop all properties noted in the “site identification” process, which pertains to fulfilling future regional housing needs obligations, though the “probable” housing development targets would nevertheless be realistic and in-line with State law.
- 8) Several constraints and factors will prevent Covina from fulfilling all of its regional housing needs obligations.
- 9) Unless the City addresses its infrastructure and service deficiencies, particularly regarding streets and parks/open space and emergency services, there could be relatively major development constraints in the future.
- 10) The closure of too many public schools could, at some time in the future, adversely affect the housing situation and local residents.
- 11) Regardless of the circumstances, the City will continue to add to its housing stock through annexations.
- 12) The City’s actual build-out scenario (based on current City vacant and underutilized areas) probably will be 80% of the theoretical capacity.

**3. Area 2 - Housing Location and Distribution**

**a. Issues**

- 1) Protecting single-family detached neighborhoods from perceived medium and high density residential and/or non-residential encroachments.
- 2) Maintaining current general land use distribution or pattern regarding all housing units.
- 3) Avoiding land use conflicts in future housing development decisions.
- 4) Monitoring possible land use intensification pressures associated with commuter rail station.

- 5) Ensuring the adequacy of future low income housing sites, particularly for seniors, in terms of accessibility to services, shopping, public transportation, and needed facilities.
- 6) Considering the area in and around the downtown as appropriate for mixed use housing developments, particularly within an “urban village” context that links upper density dwelling units with district revitalization activities and the Metrolink Commuter Train Station.
- 7) Considering the potential land use compatibility, physical betterment, and economic development benefits associated with abating major nonconforming uses--and deciding on a fair and reasonable approach to carrying out the strategy.
- 8) Acknowledging the RHNA housing site identification process in making future residential locational decisions.
- 9) Accommodating future growth in areas with adequate public services, facilities, and infrastructure.

**b. Opportunities**

- 1) Although the current General Plan is outmoded, several recent Planning Commission and City Council decisions are consistent with the above noted need to maintain land use compatibility and the appropriate siting of various housing types.
- 2) The opening of the Metrolink Commuter Train Station will give the City enormous downtown housing as well as economic development opportunities.

**c. Assumptions**

- 1) If current land use and related policies are maintained, Covina's spatial distribution of residential uses probably will not change a great deal.
- 2) There will be increasing pressures put on the City to upzone various low and medium density areas.
- 3) Because of proximity to public transportation facilities and services and shopping establishments, the area in and around the downtown will continue to be a prime location for general mixed uses and for various types of upper density housing.

**4. Area 3 - Structural, Occupancy, and Community Aesthetic Conditions**

**a. Issues**

- 1) Maintaining City's small-town character, positive image, and good overall appearance.
- 2) Dealing with common property maintenance and land use conflict/problems in County islands.
- 3) Preserving and maintaining structural conditions of the aging housing stock, particularly deteriorating apartments, and abating any dilapidated buildings, through existing and possibly new programs.
- 4) Maintaining and enforcing private property maintenance provisions.
- 5) Maintaining and expanding City housing code enforcement activities, particularly from an intra-departmental standpoint and possibly to focus resources in areas with notably high concentrations of identified housing-related violations/problems.
- 6) Continuing and, if possible, increasing the single-family detached housing rehabilitation program.

- 7) Developing new approaches/programs for dealing with and/or possibly acquiring notable deteriorating apartments.
- 8) Maintaining high quality, attractive, and functional new developments and residential additions by enforcing all development standards and design guidelines.
- 9) Coping with proliferation of overcrowding and deciding what responses, if any, are appropriate.
- 10) Coping with increasing incidence of absentee owners, particularly regarding single-family detached dwellings.
- 11) Dealing with changing household formations, two or more family living arrangements, and rising overcrowding.
- 12) Coping with and abating illegally constructed dwelling units.
- 13) Preserving residential districts and/or buildings deemed architecturally and/or historically significant.
- 14) Reviewing carefully any reductions in design guidelines and/or development standards to accommodate PCDs (Planned Community Developments overlay districts), density bonuses, or lower income housing dwellings.

**b) Opportunities**

- 1) Covina's Code Enforcement program has already brought about positive changes pertaining to property nuisance abatement and residential owner education.
- 2) Probable expansion of the City's code enforcement effort will facilitate the abatement of deteriorating, dilapidated, and illegal dwelling units.
- 3) Recent and future amendments to the Covina Design Guidelines will serve to bolster and enhance Covina's image and appearance.

**C. Assumptions**

- 1) Unless the City maintains its housing-related code enforcement efforts, the safety of many residents will be jeopardized and Covina's image and appearance will decline. Thus, there would be a diminished growth potential.
- 2) As the converse to #1 above, as long as Covina maintains an effective housing-related code enforcement program, its image and appearance and growth potential will be sustained.
- 3) Many more illegally constructed dwelling units will be built (or will be attempted to be constructed) in the future because of socio-economic and related factors.
- 4) Because of employment and socio-economic factors, household sizes and overcrowding will continue to rise.
- 5) Covina will continue to have less owner-occupied housing units.
- 6) As more people come to the area and/or as the employment situation improves, vacancy rates probably will decrease, at least slightly.
- 7) To protect the public health, safety, and welfare, to maintain community aesthetics, and to effectively implement Zoning, related Codes, and the General Plan, many City provisions that would be considered

- “constraints” will not be able to be reduced or eliminated.
- 8) Because the demand for the property rehabilitation program will grow, the City must continue to operate a viable rehabilitation effort.
  - 9) Covina’s housing units will be occupied by less “traditional” or nuclear, two parent family-type households.
  - 10) On a per-unit basis, rehabilitating a deteriorated/dilapidated dwelling unit will continue to be more cost effective than building a new one.
- 5. Area 4 - Housing Costs and Affordability**
- a. **Issues**
- 1) Dealing with incidence of lower income households, particularly renters, paying disproportionately high percentages of their incomes on housing.
  - 2) Addressing the SCAG RHNA (Regional Housing Needs Assessment, chief regional housing plan) existing housing needs figures.
  - 3) Monitoring and, where appropriate, streamlining the housing application review process as a means of lessening development constraints.
  - 4) Continuing to consider the Covina Zoning Ordinance Planned Community Development (PCD) overlay district, which allows for modifications in development standards and often facilitates medium and high density developments, along with other potential programs, to create housing.
  - 5) Monitoring the continuation of and, if necessary, attempting to maintain affordability controls in various “special” lower income housing complexes.
  - 6) Maintaining affordability controls on Shadow Hills apartments (which could be terminated).
  - 7) Considering utilizing additional incentives and/or beginning new programs with sufficient funding support to deal with old, deteriorating apartments, such as outright purchases, and the need to build low cost housing units, such as density bonuses and/or development standard reduction.
  - 8) Expanding, to the greatest extent feasible, the City’s rent subsidy program in terms of funding and considering having greater emphasis on non-senior citizen households.
  - 9) Expanding, to the greatest extent possible, the City’s property rehabilitation program for lower-income households and considering expanding program to cover multiple-family developments.
  - 10) Exploring all new, potentially viable housing programs that would enable the City to maximize lower income household benefits with minimum costs.
  - 11) Monitoring future Covina construction to ensure that the income categories of new residential units fulfill the City’s RHNA development objectives, particularly regarding very low and low income households.
  - 12) Considering mixed uses in appropriate areas as another means of obtaining medium and high density and/or affordable housing.
  - 13) Monitoring economic and other factors leading to high housing costs.

**b. Opportunities**

- 1) Because of low interest rates and current market conditions, recent home sales prices have stabilized.
- 2) The Planning Division determined that in the early 1990s, because of stabilizing rents and apparently rising incomes, 128 additional lower income households no longer "overpay" for housing. Nevertheless, future housing overpayment will continue to be more of a problem for renters than owners.
- 3) Currently, 607 lower income households receive some type of rental subsidy, and of that figure, 87 households are assisted through Covina's viable rent subsidy program.
- 4) Despite expected changes, Covina probably will remain a generally middle-income community with a slightly rising lower income population.

**c. Assumptions**

- 1) Covina 1990s rents probably will remain fairly constant over the short term, though may rise slightly over the next few years.
- 2) Housing prices will be stabilized in the immediate future but will again rise in the mid to late '90s if interest rates begin an upward climb.
- 3) It will be difficult and, in many cases, impossible, to streamline or reduce Zoning standards, building design guidelines, various structural related codes, and plan review procedures (sometimes considered "constraints") to facilitate "affordable" housing development because of City obligations to protect and further public health, safety, and welfare and to maintain community aesthetics, image, and character and to effectively implement all portions of the General Plan.
- 4) The three primary private sector-related expenses that raise housing development costs (and thus preclude affordable housing development), land, construction, and development financing, will continue to rise, though to what degrees and at what rates is not known.
- 5) At some time in the future, the City could have another lower income apartment complex that is "at risk" of losing its rental restrictions.
- 6) Despite the "lower income renter housing overpayment" issue being apparently mitigated somewhat in the early 1990s, problems such as overcrowding are expected to rise.

**6. Area 5 - Demographic, Social, Income, Economic, and Employment Characteristics and Trends**

**a. Issues**

- 1) Coping with an aging population, particularly a growing senior citizen group.
- 2) Dealing with a more ethnically diverse population.
- 3) Coping with increasing incidence of poverty, particularly regarding small families.
- 4) Coping with an increasing incidence of lower income household housing overpayment, particularly regarding renters.
- 5) Monitoring the City's homeless population.

- 6) Understanding how changes in demographic, social, income, and employment factors result in "nontraditional" household arrangements and overcrowding, and appropriately dealing with these matters.
- 7) Dealing with economic and market demand factors and pressures and changing employment factors and commuting patterns that have led to increasing, though, in some cases, stabilizing, housing prices and rental rates.
- 8) Recognizing that the commingling of rising housing prices and rental rates and major changes in the structure of southern California's economy during the 1980s were a major force behind the increasing incidence of lower income renter (the most serious type, as opposed to owner) housing overpayment.
- 9) Balancing the obligation to provide more housing with the need to increase employment (or maintain a strong and monitor Covina's jobs to housing ratio), the need to maintain and attract high sales-tax producing business, and the need to implement various regional planning measures to reduce traffic congestion, air pollution, waste generation, and other problems.
- 10) Recognizing State laws pertaining to incorporating small child day care centers, group homes, and other facilities in residential neighborhoods.
- 11) Continuing to promote State and Federal fair housing laws.

**b . Opportunities**

- 1) Because the City currently is able to foresee many future socio-economic and other changes, appropriate planning and preparation can occur.
- 2) Currently, 607 lower income households receive some type of rental subsidy, and of that figure, 87 households are assisted through Covina's viable rent subsidy program.
- 3) The current emphasis on local economic development and recent and future Redevelopment Agency projects should greatly benefit Covina's economic and employment base.

**c . Assumptions**

- 1) Covina's population will continue to be more racially, socially, and economically diverse in the future.
- 2) In the mid- to late-'90s, there could continue to be an 1980s-type increasing gap between wages and housing costs and therefore an accompanying big rise in lower income housing overpayment, particularly for renters.
- 3) Poverty rates will increase for various household groups.
- 4) Covina will continue to have a strong industrial and commercial base and a fairly well diversified labor pool.
- 5) When SCAG's revised RHNA numbers for Covina are published in 1996, there will be larger numbers of existing and future needs allotted to Covina.
- 6) Homelessness in the City will rise at least slightly in the years ahead.
- 7) Because of employment and socio-economic factors, household sizes and overcrowding will continue to rise.
- 8) Although Covina likely will remain fairly well "balanced" in terms of its jobs to housing ratio, through the Covina Redevelopment Agency and other entities, economic development measures will have to continue

and, where possible, increase, to maintain the City's employment opportunities as well as sales tax generation base.

## **7. Area 6 - Special Housing Needs**

### **a. Issues**

- 1) Ensuring that the following needs are addressed:
  - a) Lower, particularly very low, income senior households overpaying or paying disproportionately high percentages of their incomes for housing or rent.
  - b) Lower, particularly very low, income non-senior households overpaying for housing or rent. Small households (1 - 4 persons) are at a greater need than large households (5 or more persons).
  - c) Lower, particularly very low, income handicapped persons, especially seniors, overpaying for housing.
  - d) Lower and moderate income potential first-time home buyers.
  - e) Lower, particularly very low, income homeowner households of all ages seeking property rehabilitation assistance.
  - f) Identified homeless persons.
- 2) Recognizing the need to monitor housing needs in the future to identify possible changes.
- 3) Recognizing the need to physically maintain Covina's housing stock and to abate structural and property nuisances pertaining to various apartments and houses.
- 4) Ensuring that the revised Housing Element is adopted and implemented as intended and monitored regularly so that the City's new housing policy orientations and programs benefit/assist the identified housing needs to the greatest extent possible and that potential, meaningful changes and improvements for the following housing element period (1996-2001) can be adequately documented and evaluated.
- 5) Continuing with and, where possible, expanding existing housing programs and developing new, viable housing mechanisms (based on sound funding) that afford the maximum lower income household and housing unit benefits with the minimum costs.
- 6) Following through during the two-year "gap" period (between June 1994, when the current RHNA ends, and June 1996, when the revised RHNA will be issued and a new Housing Element will have to be adopted) by addressing any outstanding needs and/or underutilized programs and by maintaining general Element-related activities and responsibilities.
- 7) Following through on required "analysis of potential housing sites" activity by ensuring adequate Zoning, programs, and monitoring.

### **b. Opportunities**

- 1) The required citizen participation measures, such as the public forums and questionnaires, City staff meetings, and General Plan Update Committee discussions, have yielded invaluable information in the housing issues and needs identification and analysis processes.
- 2) The potential City expansion of its Federal CDBG program (to fund matters that more closely relate to housing) would greatly assist Covina's housing efforts.

- 3) Covina's Code Enforcement program has already brought about positive changes pertaining to property nuisance abatement and residential property owner education. Potential expansion of this effort would give the City even more leverage for preventing and mitigating deteriorating structures and unkempt grounds.

c. **Assumptions**

- 1) Covina will have to prioritize its housing needs.
- 2) There will be an increasing household demand pertaining to the City/Redevelopment Agency operated rent subsidy program.
- 3) There will be an increasing need to maintain and expand the code enforcement and property rehabilitation programs.
- 4) There will be continuing difficulty in obtaining ample Federal and State housing assistance and, therefore, much of the funding for Covina housing programs will have to come from locally generated sources.
- 5) To best meet the intent of State housing element law, the City will have to expand existing and create new programs.
- 6) The City will have to seek viable, cost effective strategies in all housing programs and activities.



## CITY OF COVINA

125 East College Street • Covina, California 91723-2199 • (818) 331-0111

September 28, 1990

Social Security Administration  
ATTN: OFFICE MANAGER  
903 E. Alosta Ave.  
Glendora, Calif. 91740

Dear Office Manager:

As part of a major local housing study, the City of Covina Planning Division requests the number of Covina senior citizens (generally 60 years of age and older) or households currently receiving Social Security (categorized by benefit levels, if available). The information is needed to assist us in analyzing the housing needs of Covina's elderly residents.

Thank you very much for your cooperation. Your expeditious response to this request would be most appreciated. If you have any questions or need clarification, feel free to contact me at (818) 858-7234.

Sincerely,

Michael Marquez, Community  
Development Director

Alan Carter, Associate Planner

CC: Michael Marquez, Community Development

DEPARTMENT OF HEALTH AND HUMAN SERVICES

Social Security Administration

903 E. Alosta Ave.  
Glendora, CA 91740  
Phone: (818) 914-5785  
October 9, 1990

800-772-  
1213

City Of Covina  
Alan Carter, Associate Planner  
125 East College Street  
Covina, California 91723

Dear Mr. Carter:

This reply is in response to your request for data for your local housing study. The most recent figures available to me are from December 1988.

The City of Covina, at that time, had 4,525 people age 62 or older receiving Social Security Retirement benefits and/or Supplemental Security Income payments. The city had an additional 57 individual receiving only Supplemental Security Income.

Unfortunately, I cannot provide a more definitive break out of this data or more current information. If I may be of further assistance, feel free to contact me directly.

Sincerely,

*Mary E. Brown*

Mary E. Brown  
Branch Manager

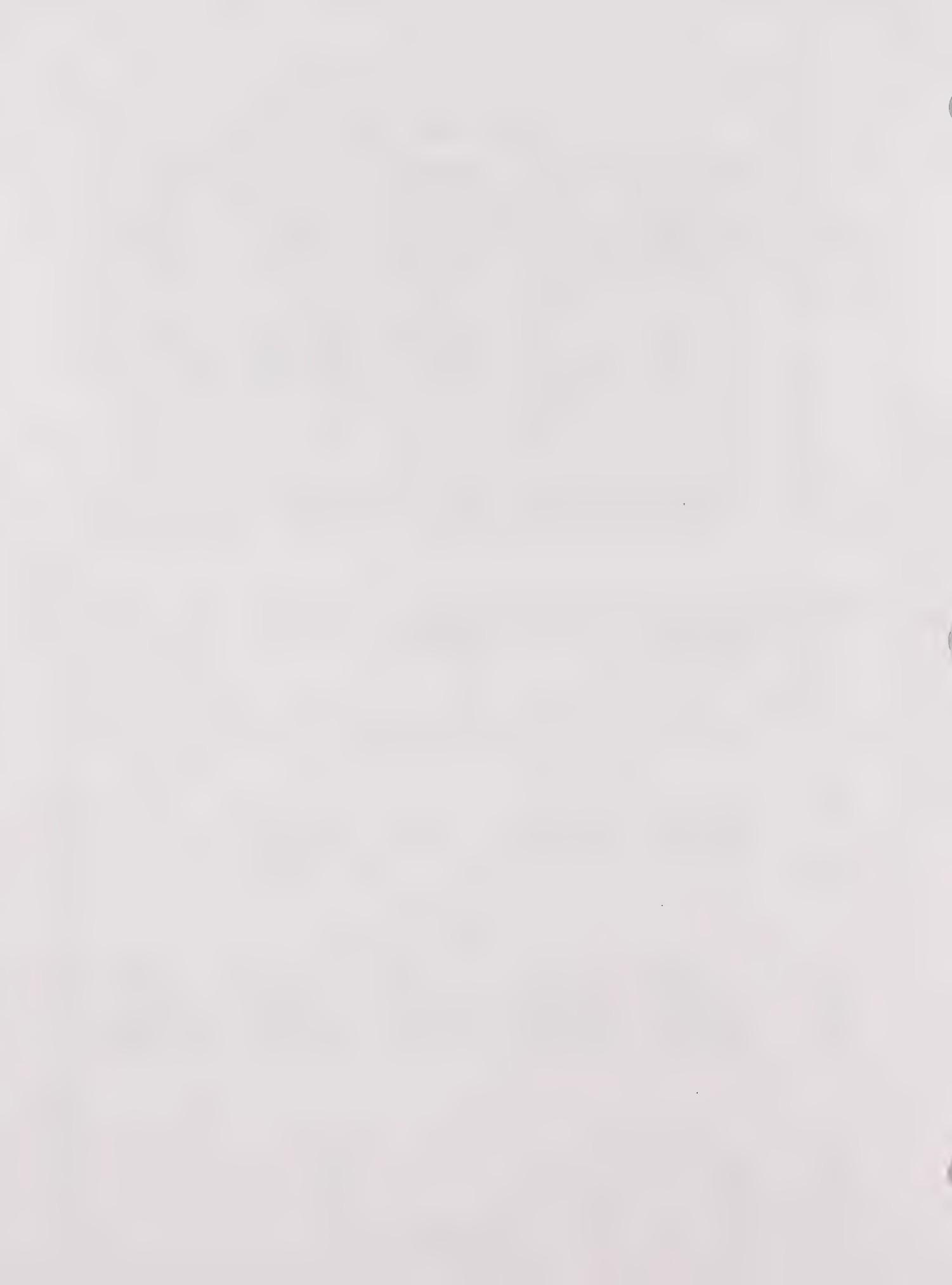
AP A-2

recd. A.R.C.  
10-11-90

**RECOMMENDED STATE OF CALIFORNIA FORMULA FOR  
COMPUTING MAXIMUM DWELLING UNIT COSTS  
SUITABLE FOR VERY LOW AND LOW INCOME HOUSEHOLDS\***

Income Group	Unit Size	Max. Monthly Rent	Max. Monthly Housing Cost (Purchasers)	Formula (This column shows how the maximum rent and maximum housing cost columns were calculated.)
Very Low	Studio	\$370	same	$(.30 \times .50 \times \$42,300 \times .7) \text{ divided by } 12$
	1 bedroom	\$423	same	$(.30 \times .50 \times \$42,300 \times .8) \text{ divided by } 12$
	2 bedrooms	\$476	same	$(.30 \times .50 \times \$42,300 \times .9) \text{ divided by } 12$
	3 bedrooms	\$529	same	$(.30 \times .50 \times \$42,300 \times 1.0) \text{ divided by } 12$
	4 bedrooms	\$571	same	$(.30 \times .50 \times \$42,300 \times 1.08) \text{ divided by } 12$
Low	Studio	\$444		$(.30 \times .60 \times \$42,300 \times .7) \text{ divided by } 12$
	1 bedroom	\$508		$(.30 \times .60 \times \$42,300 \times .8) \text{ divided by } 12$
	2 bedrooms	\$571		$(.30 \times .60 \times \$42,300 \times .9) \text{ divided by } 12$
	3 bedrooms	\$635		$(.30 \times .60 \times \$42,300 \times 1.0) \text{ divided by } 12$
	4 bedrooms	\$685		$(.30 \times .60 \times \$42,300 \times 1.08) \text{ divided by } 12$
	Studio		\$518	$(.30 \times .70 \times \$42,300 \times .7) \text{ divided by } 12$
	1 bedroom		\$592	$(.30 \times .70 \times \$42,300 \times .8) \text{ divided by } 12$
	2 bedrooms		\$666	$(.30 \times .70 \times \$42,300 \times .9) \text{ divided by } 12$
	3 bedrooms		\$740	$(.30 \times .70 \times \$42,300 \times 1.0) \text{ divided by } 12$
	4 bedrooms		\$799	$(.30 \times .70 \times \$42,300 \times 1.08) \text{ divided by } 12$
Moderate	Studio	\$814		$(.30 \times 1.10 \times \$42,300 \times .7) \text{ divided by } 12$
	1 bedroom	\$930		$(.30 \times 1.10 \times \$42,300 \times .8) \text{ divided by } 12$
	2 bedrooms	\$1,047		$(.30 \times 1.10 \times \$42,300 \times .9) \text{ divided by } 12$
	3 bedrooms	\$1,163		$(.30 \times 1.10 \times \$42,300 \times 1.0) \text{ divided by } 12$
	4 bedrooms	\$1,256		$(.30 \times 1.10 \times \$42,300 \times 1.08) \text{ divided by } 12$
	Studio		\$950	$(.35 \times 1.10 \times \$42,300 \times .7) \text{ divided by } 12$
	1 bedroom		\$1,086	$(.35 \times 1.10 \times \$42,300 \times .8) \text{ divided by } 12$
	2 bedrooms		\$1,221	$(.35 \times 1.10 \times \$42,300 \times .9) \text{ divided by } 12$
	3 bedrooms		\$1,357	$(.35 \times 1.10 \times \$42,300 \times 1.0) \text{ divided by } 12$
	4 bedrooms		\$1,466	$(.35 \times 1.10 \times \$42,300 \times 1.08) \text{ divided by } 12$

\*For Los Angeles County, and based on 1992 County median family income, \$42,300.



Covina Planning Division Rental Rate and  
Income Study Relating to Lower Income  
Household Housing Overpayment

APPENDIX C

CITY OF COVINA

STAFF REPORT

December 9, 1993

Item No. 2

TO: PLANNING COMMISSION

FROM: MICHAEL MARQUEZ, COMMUNITY DEVELOPMENT DIRECTOR  
*a. c.*

COORDINATOR: ALAN CARTER, ASSOCIATE PLANNER

SUBJECT: CONTINUED PUBLIC HEARING TO CONSIDER REVISED GENERAL PLAN  
HOUSING ELEMENT (INCLUDING ANALYSIS OF POTENTIAL INCREASE IN  
NUMBER OF DWELLING UNITS SUITABLE FOR LOWER INCOME RENTER  
HOUSEHOLDS BECAUSE OF DOCUMENTED EARLY 1990s CHANGES IN LOCAL  
MEDIAN INCOME AND AVERAGE RENT)

BACKGROUND

At this meeting, we will complete the Housing Element review by discussing the following:

- A. State of California definitions of facilities for homeless persons (a matter that was requested at the September 28th Commission meeting);
- B. Lower income household housing affordability impacts related to local changes in rental rates and median income (a topic that has been spoken upon at several previous meetings); and
- C. Remaining housing programs (beginning with program "C-1" on Page 36 of the Housing Element document).

The above three items will be presented sequentially, with matters "A" and "B" described in the following analysis section. Staff will summarize the essence of each matter. Regarding the third item, again refer to the Housing Element document Program section (beginning with program "C-1" on page 36) in the red binder. PLEASE NOTE THAT TO EXPEDITE HOUSING PROGRAM REVIEW, WE WILL ADDRESS THE REMAINING PROGRAMS ON A SECTION-BY-SECTION BASIS ONLY, AS OPPOSED TO THE PREVIOUS STRATEGY OF SUMMARIZING EACH PROGRAM. THUS, STAFF WILL DESCRIBE THE OVERALL ORIENTATION OF SECTIONS "C," "D" and "E," AND THE COMMISSION SHOULD BE READY FOR DISCUSSION BY CAREFULLY LOOKING OVER IN ADVANCE ALL APPLICABLE PROGRAMS.

## ANALYSIS:

### Topic A - State of California definitions of facilities for homeless persons.

The Commission will recall that, in accordance with State housing element law and as illustrated in program number "B10," staff proposes to "modify its Zoning Ordinance to permit the community's reasonable share of homeless shelters and transitional housing facilities." (Again, a shelter provides short-term lodging with little, if any, supplemental services; the intent of transitional housing, on the other hand, is to provide sleeping accommodations for an extended period of time plus various social service and counseling programs to make residents self-sufficient.) Commissioner Cruz questioned whether the two types of homeless facilities refer to developing new structures or converting existing uses. According to the official State Department of Housing and Community Development (HCD) technical assistance paper on this matter (Shelter For The Homeless: Housing Element Requirements - October 1989, a portion of which is included under Exhibit 1, both homeless-serving operations may function in either a new or converted building. In other words, the State does not dictate or has no preference regarding the nature, appearance, or character of such facilities. The above noted "homeless shelter" and "transitional housing facility" terms, then, are applied in a generic sense.

However, the referenced State assistance paper (Exhibit 1) contains several advisory guidelines for homeless facility development. It is recommended, for example, that basic shelters serve no more than 40 persons. No size criteria for the more intense transitional housing arrangement was listed. Also, regarding converted homeless-serving facilities (the most common operational type), the State suggests types of existing uses often suitable for homeless adaptation. For basic shelters, church halls, school or other gymnasiums, warehouses, and community centers typically are employed. The transitional facilities, on the other hand, often occupy the previously mentioned buildings plus apartments, single-family homes, single-room occupancy (SRO) structures, or converted commercial facilities. In addition, the paper presents guidelines for locating homeless facilities, though the guidelines are general in nature - such as "an adequate site is one located within reasonable access to public agencies and transportation services, and will not require unusually high site development costs."

### Topic B - Lower income household housing affordability impacts related to local changes in rental rates and median income.

The remainder of this report focuses on changes in rents and incomes and housing affordability. Specifically, the analysis below responds to the Planning Commission's inquiry as to whether documented early 1990s changes in local median income and average rent could be interpreted to have increased the number of Covina apartment/rental units suitable for lower income households. (As defined in the Housing Element, "lower income" households are those earning under 80% of the prevailing County median income, which currently is \$43,000 and varies for family size, and "suitable for" means a household paying not more than 30% of its gross monthly income towards rent.) The question arose during a recent discussion on Covina's obligation to acknowledge its RHNA housing needs for 341 lower income units during the current housing element period, which, in accordance with a bill recently signed by the Governor, has been extended two years to June 30, 1996. Several Commissioners believe that Covina indirectly could have fulfilled this requirement if the combined documented increase in median income and apparent decline or levelling off of rents have resulted in lower income household affordability pertaining to at least 341 additional dwelling units.

In approaching the task at hand, staff has studied changes in Covina rental rates, through a City survey, and the increase in median income, from the Federal government (the only available source), and then statistically analyzed these figures to infer what number, if any, additional City lower income households since fall 1990 (a similar period 3 years ago) no longer overpay for housing. The analytical framework for this analysis is based on the following three components:

1. Covina Rental Rate Changes - Survey and Findings.
2. Covina Median Household Income Change.
3. (Based on Nos. 1 and 2) Additional Number of Covina Housing Units Suitable For Lower Income Households - Establishment of Process and Finding.

To facilitate Commission reading and understanding, the points/matters/facts pertaining to each of the three components are presented in a concise "item by item" format.

1. Covina Rental Rate Changes - Survey and Findings.
  - a. To estimate early 1990s Covina rental rate changes, both in terms of specific dwelling unit types and for all unit types on a citywide basis, staff conducted a rent survey (in August - September 1993) and then compared the findings to a similar rental rate study undertaken in October 1990 (which was then one of several "Housing Element data gathering" activities).
  - b. The original/1990 rental survey analyzed 55 apartments. For purposes of the current rent study, a sample of 45 complexes was selected. Having 45 places constituted 8.5% of all 531 apartment facilities in the Planning area, which is a sufficient sample size for statistical purposes and for making inferences relative to the entire community. Once this figure was established, on the basis of two guiding principles, we designated the applicable 45 apartments. The first principle was to select only those rental facilities that had been part of the 1990 survey to maintain an actual basis for comparison. Secondly, we sought to attain as diverse a sample as possible by choosing a variety of apartments in terms of size, age, character, and location. The specific apartment complex data came from our General Plan Land Use and Housing Inventory. It should also be noted that for purposes of the task at hand, staff believed that including a few County facilities (what turned out to be 3) would be acceptable in studying Covina City rents because rental markets transcend jurisdictional boundaries.
  - c. For both 1990 and current surveys, rental rates generally were acquired through telephone queries and, where necessary, fieldwork. The rates themselves were tabulated and analyzed on the basis of the following size classification: 1) 1 bedroom/1 bathroom; 2) 2 bed/1 bath; 3) 2 bed/2 bath; and 4) 3 bed/2 bath. In most cases, single rental rates (i.e., \$530 or \$675) were available; in some situations, only a range of values (i.e., \$650 - \$700) was given by apartment personnel.

- d. Chart 1 at the end of this report lists 1990 and 1993 monthly dollar value rental rates and accompanying changes, plus the number of dwelling units and approximate complex age (rounded to nearest "fifth" number) for the 45 selected apartments. Map 1 shows the spatial distribution of these 45 places, which have been cross-referenced by project number. Regarding the columns in Chart 1 indicating rental rate changes, it should be noted that where a range of values was given (e.g., \$500 - 550), the midpoint value (or, in the above example, \$525) was used in computing the fluxations.
- e. As stated above, in establishing the sample for this survey, staff attempted to include a variety of apartment types located throughout the community. Tables 1 and 2 clarify this heterogeneity by illustrating, respectively, the range of apartment sizes selected and the extent of variation of complex ages considered.

Table 1. Range of Apartment Sizes By Number of Dwelling Units For Covina Rental Survey.

<u>Apartment Complex</u>	<u>Size in Units</u>	<u>Number</u>	<u>Percent</u>
0 - 9		10	22.2
10 - 19		14	31.1
20 - 29		4	8.9
30 - 39		3	6.7
40 - 49		3	6.7
50 - 99		6	13.3
100 and over		5	<u>11.1</u>
Total		45	100.0 %

Table 2. Range of Apartment Ages By Number of Dwelling Units For Covina Rental Survey.

<u>Apartment Complex</u>	<u>Age in Years</u>	<u>Age*</u>	<u>Percent</u>
5 or 10		6	13.3
15 or 20		10	22.2
25, 30 or 35		<u>29</u>	<u>64.5</u>
Total		45	100 %

\* Approximate age of complex rounded to nearest "fifth" number.

It is believed that Tables 1 and 2 mirror Covina's overall apartment stock.

- f. It should be pointed out that in developing the rental unit sample, only residences within apartment complexes were included. This approach was followed to comply with the Planning Commission's initial direction and to facilitate data collection in that often times condominium/townhouse and single-family detached "rentals" cannot be easily identified. (Typically, renter occupied units can only be singled out through checking the "exemption status" designation of the tax assessor's records.) Moreover, ascertaining rents would be difficult/time consuming because respective owners generally are less available than apartment managers (from where staff would obtain most information). Therefore, the question of identifying staff's sample-related renter-occupied residences by dwelling unit type, which was requested at the October 12th Commission meeting by Commissioner Rogers, is moot and cannot be addressed. Although, then, the sample at hand is not inclusive of "R-1" and other non-apartment complexes, which typically have higher rents than similar size multiple-family structures, staff believes the analytical process employed is sufficient because apartments constitute approximately 70% of Covina's renter-occupied dwellings.
- g. Referring to item "e" above and in response to another Commission inquiry, it will be noted that the U. S. Census breaks down what it defines as Covina's "condominiums" (which actually are condominiums and townhomes) as follows: 253 (or 24.2% of total) renter--occupied and 792 (or 75.8% of total) are owner-occupied. Although the Census also tabulates occupancy tenure by "units in structure" (see Table 3), this data is not useful for our needs because the dwelling unit size categories under "units in structure" refer to all types of complexes.

Table 3. Occupancy Tenure by (U. S. Census Defined) Number and Type of Units in Structure.

<u>Units In Structure</u>	<u>Occupancy Tenure</u>				
	Total Occupied	Owner Occupied	Percent	Renter Occupied	Percent
1, Detached	8,629	7,382	85.5	1,247	14.5
1, Attached*	1,108	796	71.8	312	28.2
2	151	34	22.5	117	77.5
3 or 4	663	54	8.1	609	91.9
5 to 9	1,136	38	3.3	1,098	96.7
10 to 19	994	41	4.1	953	95.9
20 to 49	948	39	4.1	909	95.9
50 or more	1,165	20	1.7	1,145	98.3
Mobile Home or Trailer	574	494	86.1	80	13.9
Other	163	122	74.8	41	25.2
ALL/TOTAL	15,531	9,020	58.1	6,511	41.9

\* Refers to both "apartment" and "townhouse oriented" side-by-side/row house complexes.

Thus, the Commission probably finds interesting the facts that renters compose about one quarter of the occupants of condominiums/townhomes and 14.5% of the households in single-family detached residences. Overall, about 42% of Covina's housing units are renter-occupied.

- h. In quantifying the Chart 1 rental rates (again, refer to end of report) and analyzing changes that have occurred, staff has utilized a statistical framework in which the 45 surveyed apartments are broken down into 90 "rental situations." A rental situation is defined here as a dwelling unit type classification (i.e., 1 bedroom/1 bath or 2 bedroom/1 bath) that is applicable to a particular rental complex. For example, project number 1 of Chart 1 has 3 rental situations, number 2 has 2 situations, and so on. Thus, the sum of all situations for the 45 apartments under study is 90. We believe it is necessary to break down individual apartment complexes into "rental situation" components because in most apartments staff has evaluated rent changes vary for different size units, a factor that must be accounted for. Staff believes this framework provides a sufficient basis for interpreting the salient points of our rental survey. Unfortunately, because of time and resource constraints, we were not able to perform a statistically irrefutable analysis, such as through a "weighting" system and by conducting a detailed city-wide apartment survey so as to ensure exact representativeness of the employed sample.
- i. In accordance with the framework established in Sections "f" and "h" above, Table 4 below displays rent fluctuations by rental situation:

Table 4. Covina Rental Rate Changes According to Covina Rent Survey.

Apartment Type (1)	Rental Rate Change Type	Number of Cases (2)	Rental Rate Change Figures (3)		
			Range	Aggregate	Average (4)
A	No Change	20	-	-	-
A	Decrease	11	\$2.5-35	-\$255	-\$23
A	Increase	4	<u>\$25-50</u>	<u>+\$127.5</u>	<u>+\$32</u>
	Subtotals	35 (38.9%)		-\$127.5	-\$4
					(Decline)
B	No Change	10	-	-	-
B	Decrease	10	\$10-30	-\$205	-\$21
B	Increase	5	<u>\$5-35</u>	<u>+\$110</u>	<u>+\$22</u>
	Subtotals	25 (27.8%)		-\$95	-\$4
					(Decline)
C	No Change	8	-	-	-
C	Decrease	5	\$20-50	-\$170	-\$34
C	Increase	9	<u>\$10-50</u>	<u>+\$280</u>	<u>+\$31</u>
	Subtotals	22 (24.4%)		+\$110	+\$5
					(Increase)

Apartment (1) Type	Rental Rate Change Type	Number of Cases (2)	Rental Rate Change Figures (3)		
			Range	Aggregate	Average (4)
D	No Change	2	-	-	-
D	Decrease	3	\$20-50	-\$95	-\$32
D	Increase	3	<u>\$20-50</u>	<u>+\$95</u>	<u>+\$32</u>
	Subtotals	8 (8.9%)		0	-0-
				(No Change)	
	Totals	90 (100.0%)		-\$112.5	-\$1
					(Decline)

(1) Or, as previously defined, "rental situation," which are:

- A - 1 Bedroom/1 Bathroom
- B - 2 Bedrooms/1 Bathroom
- C - 2 Bedrooms/2 Bathrooms
- D - 3 Bedrooms/2 Bathrooms

- (2) A "case" simply is the existence of a rental situation in one of the surveyed apartment complexes.
- (3) Change refers to the period from October 1990 through September 1993--refer to Chart 1 at end of report for clarification on overall rental rates.
- (4) Computed by dividing aggregate rent by number of cases.

Table 4 illustrates that a relatively even distribution of situation "A" through "C" unit types have considered. The fact that only 8 "Ds" have been included is indicative of Covina's relatively small percentage of 3 bedroom apartments. In analyzing the Table, it is apparent that for each situation or dwelling unit type, average rents have varied by no more than \$5 (they being computed by dividing the respective aggregate amounts by the accompanying number of cases). In addition, the combined total of all 4 situations revealed that overall the average rent in the sample declined by only \$1 (computed the same way), an obviously insignificant/negligible amount. Therefore, considering all apartments in Covina, staff believes that this table points to a single conclusion: generally rents have stabilized.

- j. For informational purposes, staff also has included Table 4 below, which combines all four situations to show pertinent overall rental rate change information by change type (i.e., no change, increase, or decrease).

Table 5. Covina Rental Rate Change Information For All Rental Situations/Dwelling Unit Classifications By Change Type.

<u>Rental Rate Change Type</u>	<u>Number of Cases</u>	<u>Percent</u>	<u>Rental Rate Change Figures</u>		
			<u>Range</u>	<u>Aggregate</u>	<u>Average</u>
No Change	40	44.5	-	-	-
Decrease	29	32.2	\$2.5-50	-\$725.0	-\$25
Increase	21	23.3	\$5-50	+\$612.5	+\$29
Totals	90	100.0%		+\$112.5	-\$ 1

Table 5 again underscores the fact that although staff found some variance in rental rate changes over the past 3 years with respect to apartment size, over three-quarters of the cases surveyed experienced either a decrease or no change at all. The typical rental rate decrease was \$25, referring to 29 cases, and of the 21 "increase" cases studied, rents generally went up by around \$29.

- k. As stated initially in the analysis, ascertaining the rent and income change-related impact on lower income household housing suitability, at this stage of the process, requires staff to compute 1990 and 1993 mean rents. Referring to Chart 1 at the end of the report, we calculated the '93 mean rent by dividing the aggregate rental amount (\$59,667.5) by the total number of previously defined apartment cases studied (90), which revealed \$663. In other words, inferring the 45-complex sample to the overall community, we estimate that the current Covina average rent is \$663. Next, to establish the appropriate basis for comparison, we calculated the '90 mean rent by simply factoring in the Table 4 noted amount by which rents were calculated to have changed over the past 3 years, which was a decrease of \$1. (Again, this \$1 figure was ascertained by dividing the aggregate rental fluctuation figure, -\$112.5, by the total number of cases studied, 90.) Therefore, the 1990 mean rent was \$664. As stated in the previous item, then, statistically the change in Covina rental rates since 1990 is negligible. Or, local rents seem to have stabilized.
- l. We believe our estimate that in general Covina rents have stabilized over the last three years is conservative, though, considering the above facts and analyses, realistic and accurate. Our sample is acceptable in size and type and adequate statistical manipulations have been performed. A key point that tends to underscore the accuracy of staff's figures is that the estimated 1990 Covina average rent (\$664) is only \$13 less than the official '90 U. S. Census mean apartment rental rate (\$677--a deviation of less than 2%). However, credible sources in the area of apartment management believe that the current recessionary climate has resulted in increasing vacancy rates and accompanying decreasing rents. For example, early in the subject analysis, staff spoke to John West, who is associated with a major San Gabriel Valley area apartment owner's association and who was on the committee that worked with the City in developing the now dormant rental inspection and real property records ordinances. Mr. West believed, based on his observations in the area rental sector, that "overall

rents have declined by around 5%." In addition, staff discovered an interesting article in the August 1993 "Apartment Age" magazine, which is a monthly publication of the Apartment Association of greater Los Angeles. (Refer to Exhibit 2 at end of report.) The article focuses on estimated vacancy rate increases in the San Gabriel Valley and states that "average rents have decreased by about 3% over the last two years" in the area. Nevertheless, neither of these two sources, which have been cited for discussion purposes, is supported by concrete data and analysis, and the rent decrease estimations have been applied to the entire San Gabriel Valley. So in other nearby cities, unlike Covina, rents could have declined considerably. Therefore, pertaining to rent-related information in general, staff would not feel comfortable incorporating here any information that is not "Covina specific" and not based on an actual representative sample and statistically accurate computation process.

## 2. Covina Median Household Income Change

- a. As stated in the introductory paragraphs above, besides rent, median household income is the other factor to be considered in exploring lower income household affordability shifts. Because staff does not have the means to compute current income rates, we utilized 1993 U. S. Department of Housing and Urban Development (HUD) figures. And to maintain consistency, HUD numbers for 1990 have been employed as well.

For the task at hand, staff feels it is appropriate to utilize as the base income figure the amount below which persons are considered lower income--or 80% of the County median income--as opposed to general median. The reason is that this analysis focuses on lower income households, not the overall population. The employed figures are displayed below in terms of annual and monthly earnings:

Table 6. Covina 1990 and 1993 Median Family Income\*.

	<u>1990</u>	<u>1993</u>	<u>Percentage Increase</u>
Annual Median Family Income	\$31,100	\$38,652	24.3%
Monthly Median Family Income	\$2,592	\$3,221	24.3%

\* It will also be mentioned that general median rents (family of 4) are as follows: 1990, \$38,900; 1993, \$43,000.

For the remainder of this study, the above "monthly" income figure is utilized because it is most closely related to the (monthly) framework in which rents have been tabulated.

- b. This section completes the second major component of the analysis. Comparing Table 6 with Table 4 (overall changes in rent during same 3-year period), then, it is interesting to note that while the lower income ceiling has increased by 24.3%, rents, on average, have stabilized. The third component below explores the impacts on lower income housing affordability of both of these factors.
3. Additional Number of Covina Housing Units Suitable For Lower Income Households - Based on Rental Rate and Income Changes.

As stated above, the analysis in this last section, which is based on commonly accepted statistical methodology, combines and manipulates previously discussed Covina rent and income data to extrapolate what number, if any, of additional dwelling units are suitable for lower income households. Again, the section is broken down into various items to facilitate information display and understanding.

- a. The first step is to establish an initial correlation between the above noted income and rental rates--and to show how the relation of these two factors has changed over the last 3 years. These concepts are illustrated below:

1993

\$3,221 (lower income ceiling) = 4.858\*  
663 (average rent)

1990

\$2,592 (lower income ceiling) = 3.904\*  
664 (average rent)

- \* This quotient shall be referred to as the "affordability index" and will be inferred applicable to all City rentals. The index could be interpreted to mean: "every dollar an average renter makes in income yields \$4.858/\$3.904 worth of rental benefits." Thus, according to this numerical relationship, the greater the figure (as has occurred in 1993), the more purchasing power exists for local residents. The affordability index, then, increases as income stabilizes or rises, as rent stabilizes or declines, or as both of these trends occur. Therefore, in Covina, based on "average conditions," staff estimates that 1993 lower income renters are at least somewhat better off than in 1990 and that there has in fact been an increase in the number of lower income Covina renters that do not overpay for housing.

- b. Next, it is necessary to utilize the previously mentioned affordability indexes within a viable statistical framework so as to compute the actual number of additional Covina nonoverpaying lower income households that have been created as a result of the aforementioned rent stabilization and median income increase. The following proportion serves this purpose:

$$\frac{x}{3.904} = \frac{y}{4.858}$$

where:      x=      number of 1990 lower income renter households not overpaying for housing,

                y=      number of 1993 lower income renter households not overpaying for housing, and

                y - x=    NUMBER NEEDED.

Staff believes that this proportion is sufficient for the task at hand. Again, we are looking for the number of lower income households NOT overpaying for housing, as opposed to those overpaying, which is more commonly referred to in SCAG's Regional Housing Needs Assessment (RHNA) and other housing-related documents.

- c. Continuing with what has been established in the previous section, "x" can easily be computed based on 1990 U. S. Census data. Once this is accomplished, "y" can then be ascertained. The methodology by which "x" is figured is illustrated below.

First, we find the number of lower income households not overpaying for housing:

5,259	total 1990 lower income households*
- <u>3,227</u>	total 1990 lower income households overpaying*
2,032	total lower income households not overpaying for housing

\* Numbers come from SCAG's preliminary revised RHNA (based on 1990 U. S. Census), which has not been formally adopted.

Next, the appropriate step is to figure what percent of the 2,032 figure is comprised of renters. The percentages of lower income owners and renters not overpaying are inversely proportional to the percentages of lower income owners and renters that do overpay, which are:

25.8%	(833)	owners*
<u>74.2%</u>	<u>(2,394)</u>	renters*
100.0%	3,227	total

\* Again, numbers come from SCAG's preliminary revised RHNA (based on 1990 U. S. Census), which has not been formally adopted.

Therefore, it can be assumed that 74.2% of Covina's lower income owners and 25.8% of the lower income renters do not overpay for housing. As stated in "c" above, the total number of lower income households not overpaying for housing was 2,032. Therefore, the just-estimated percentages translate to the following numbers:

1,508	(74.2%)	lower income owners not overpaying for housing
<u>524</u>	(25.8%)	lower income renters not overpaying for housing
2,032	100.0%	total

- d. Now the question becomes as follows: if 524 lower income renter households did not overpay for housing in 1990, then, considering the above noted changes in average rent and median income over the past 3 years, what was the applicable "nonoverpaying lower income" 1993 number? Staff believes this can be ascertained through incorporating "524" into the following previously discussed proportion:

$$\frac{1990}{\underline{524}} = \frac{\underline{1993}}{4.858}$$
$$\frac{3.904}{}$$

Recall that this proportion was established in section "b" above. (Again, both denominators refer to what was termed the "affordability index," which establishes the relative correlation between rent and income for the two years under study.)

In the above proportion, "y" is determined to be 652 (the number of 1993 nonoverpaying lower income renter households), and 652 - 524 (which is again the same number for 1990) equals 128. THEREFORE, BASED ON THE PREVIOUSLY DOCUMENTED OVERALL RENT STABILIZATION, INCREASE IN LOWER INCOME MEDIAN RENT, AND STATISTICAL FIGURES AND PROCEDURES, STAFF ESTIMATES THAT OVER THE PAST 3 YEARS 128 ADDITIONAL NONOVERPAYING LOWER INCOME HOUSEHOLDS HAVE BEEN CREATED. THUS, THE COMMISSION'S INITIAL SPECULATION ON THIS MATTER HAS BEEN CONFIRMED WITH A REASONABLE AMOUNT OF CERTAINTY.

- e. Despite the above finding, it must be emphasized that the noted "128" figure falls short of the 341 additional lower income dwelling units that that, in accordance with the RHNA "future needs" component, the City is supposed to provide. (Refer to appropriate Draft Housing Element Study sections for clarification on the frequently discussed RHNA.) According to staff's calculations, the average Covina rent would have to have decreased down to \$500 for the "lower income household nonoverpaying" number to have reached 341. In addition, the methodology staff has employed warrants the mentioning of several caveats, which is done below.

f. The caveats pertaining to this exercise are:

1. Regional and State housing authorities (e.g., SCAG & HUD) likely will not accept the aforementioned estimated partial accommodation of SCAG "future housing needs" because housing element law stipulates that regional future needs must be addressed only by counting actual developed or planned dwellings.
2. The employed methodology only considers current short-term conditions in which rents happen to have stabilized as incomes have risen (which, as stated in the Housing Study, is in contrast with what occurred during the '80s, when rents rose much faster than incomes). So by following this approach, staff would have to add to future regional housing needs directives any additional overpaying lower income households created because of rising rents. (As the economy improves over the next 2 to 3 years and vacancy rates decline, rents will go up. But will incomes keep pace?)
3. For reasons stated in section "e" above, the rental sample employed does not include single family detached houses and condominiums/townhouses. It is possible that overall rents in these dwelling unit types could have risen, thus slightly skewing the data on which staff's findings have been made.
4. The principle section "d" findings could be interpreted to mean that the overall number of "future needs" units to be built or planned is not reduced but that need merely is shifted to the "higher end" or moderate and upper income segments. (However, a situation of this sort could be considered nondetrimental to the City because moderate and upper income households typically have greater housing choices anyway.)
5. The income standard employed is based on the maximum lower income threshold (80% of overall County median). This standard is believed to be reasonable because it applies to all lower income households, which is the focus of consideration here. However, if the standard utilized in this process was the very low income threshold (50% of the County median, whose housing needs tend to be the greatest), then the "1993 additional nonoverpaying lower income" number would be 84, as opposed to 128. The reason for this difference is that very low income household monthly incomes over the last three years rose by only 15.8%, whereas the increase for all lower income households (i.e., both "very low" and "low" categories) was, as previously stated, 24.3%.
6. As stated above, the rent rate sample was based on 45 apartment complexes. According to statistical theory, expanding a sample size generally increases accuracy or the ability to make valid inferences. So it is theoretically possible that if, say, 60 apartments were selected, slightly different results could have occurred. (However, staff strongly believes its sample was adequate, and we do not feel that including a few more places would have made a significant difference in computing average rental rates.)

7. Staff's apartment rent analysis, although believed generally acceptable, could be questioned because the obtained rent figures were not "weighted" in any fashion. Also, in terms of the types of apartments selected (referring to Tables 1 and 2 and Chart 1), the sample may not be truly representative of the overall housing stock. Because staff does not have, nor does the Census tabulate, multiple-family specific figures broken down by size, age, location, and other factors, we could not definitively prove that the types of complexes selected is proportional to the distribution of all apartments in the City. (Given time and resource limitations, staff was not able to conduct a detailed housing inventory). Nevertheless, for reasons stated in the report, we believe that our sample is close to being representative and that the methodology and analyses are adequate. Moreover, according to staff, even if a more statistically defensible rental study was performed, it is unlikely that the average rent would have dropped to \$500, the amount by which rents would needed to have declined for the "additional nonoverpaying lower income household figure" to have risen to 341 (the primary RHNA obligation.)
8. Although this analysis has inferred that, based on various factors and trends, a greater number of Covina lower income households do not have to overpay for housing, the study does not consider various negative side-effects of the current recessionary period that likely have occurred, such as increased overcrowding and possible greater homelessness plus property maintenance problems. Negative factors like these, though difficult to quantify, would at lease somewhat adversely affect "lower income overpayment gains" and impact community image, appearance, vitality, and property values.

Staff believes that the above analysis is reasonably accurate. However, the methodology and findings probably would not be acceptable to the State. If the Commission desires the "now nonoverpaying lower income household figures" to be incorporated into the Housing Element, then staff may wish to pursue a different or more statistically accurate approach. We seek your opinion on this matter.

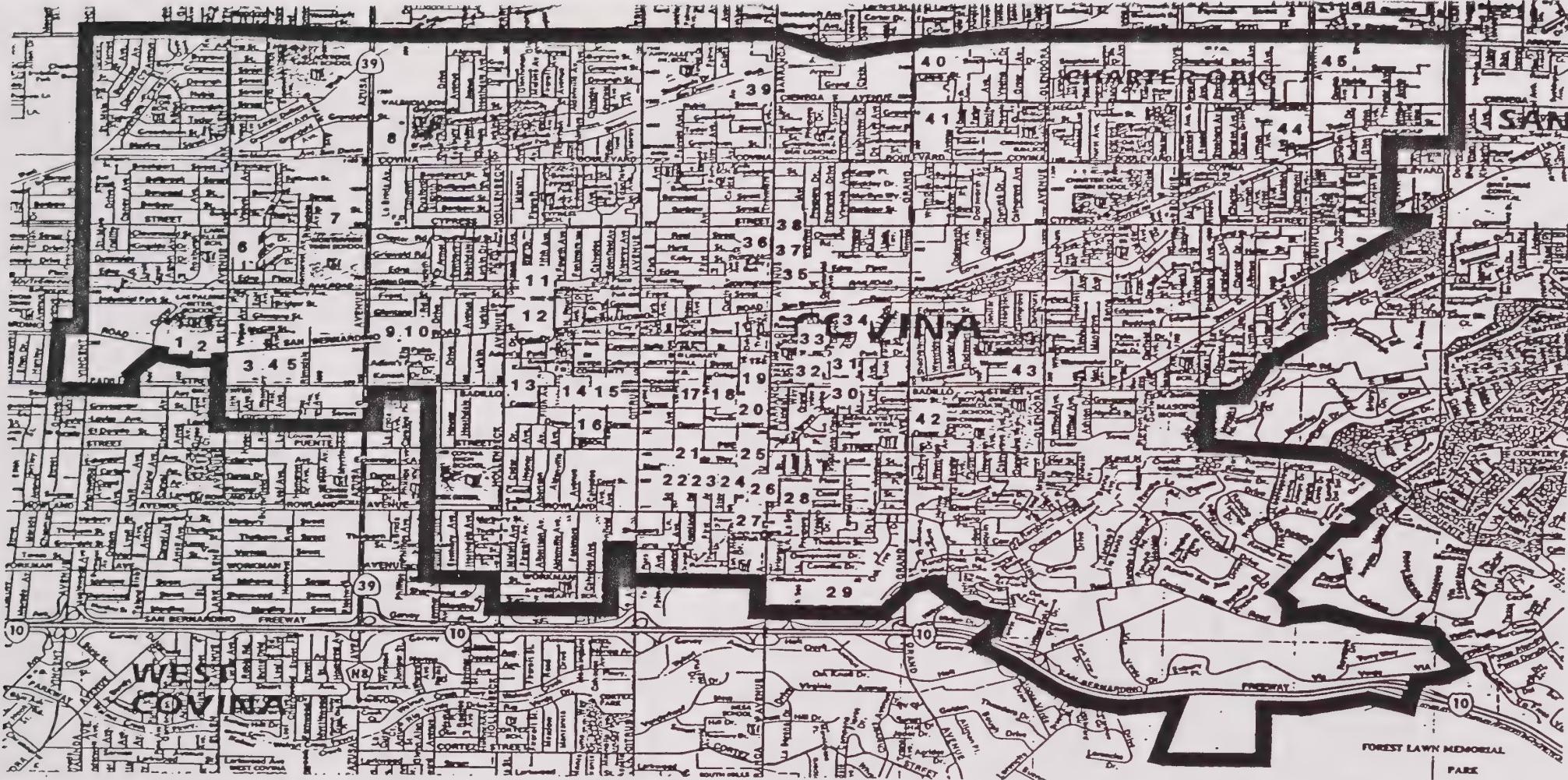
#### Topic C - Remaining housing programs

Again, get your red binder. We will start discussing program "C-1" on page 36 of the Housing Element document. As stated in the introduction above, our review will be expedited by discussing the remaining programs on a section-by-section basis.

#### RECOMMENDATION:

Staff recommends that the Planning Commission reopen the public hearing for the revised Covina Housing Element, commencing with "Topic A" above, and continue discussing the matter. If you complete all remaining matters at this meeting, then you should also formally approve the Study and Housing Element documents and accompanying Negative Declaration. (No findings are necessary.) Following your approval, staff would rewrite/re-edit the documents to incorporate all changes and enhance readability and then present you with the revised drafts at a meeting in December.

**EXHIBIT 1 HAS BEEN OMITTED HERE  
(BECAUSE OF THE FOCUS OF THIS APPENDIX).**



MAP 1

RENTAL RATE SURVEY -  
LOCATION OF SELECTED APARTMENTS

PLANNING AREA BOUNDARY

CITY LIMITS

REFER TO ACCOMPANYING REPORT FOR ADDRESS AND  
SPECIFIC APARTMENT INFORMATION

N

**CHART 1. CITY OF COVINA RENTAL RATES FOR SELECTED APARTMENT COMPLEXES, 1990, 1993, AND CHANGES THEREIN**

Project No. 1	<u>Address</u>	Total Number of Units	Age <sup>2</sup>	Year	Rental Rates By Dwelling Unit Type <sup>3</sup>				D 3 Bedrooms & 2 Baths
					A 1 Bedroom & 1 Bath	B 2 Bedrooms & 1 Bath	C 2 Bedrooms & 2 Baths	D 3 Bedrooms & 2 Baths	
1.	1375 W. San Bernardino Rd.	139	20	'93	610-620	825-875	825-875	-	
				'90	630-645	800-850	800-850	-	
				-or+	-22.5	+25	+25	-	
2.	1343 W. San Bernardino Rd.	84	30	'93	475-575	675	-	-	
				'90	555	655	-	-	
				-or+	-30	+20	-	-	
3.	1220 W. San Bernardino Rd.	88	20	'93	530-550	635	675	-	
				'90	550	600	650	-	
				-or+	-10	+35	+25	-	
4.	1170 W. San Bernardino Rd.	82	20	'93	575	-	750	-	
				'90	600	-	700	-	
				-or+	-25	-	+50	-	
5.	1130 W. San Bernardino Rd.	47	20	'93	575	-	750	-	
				'90	575	-	695	-	
				-or+	0	-	+55	-	
6.	4540 Lark Ellen Ave.	46	10	'93	-	675-700	-	-	
				'90	-	675	-	-	
				-or+	-	0	-	-	
7.	1011 W. Cypress Street	12	30	'93	500	580	630	675	
				'90	530	610	650	700	
				-or+	-30	-30	-20	-25	
8.	1159 N. Conwell Ave.	92	25	'93	630	-	730	895	
				'90	630	-	730	875	
				-or+	0	-	0	+20	
9.	820 W. Glentana Street	12	5	'93	700	-	800-850	-	
				'90	700	-	800	-	
				-or+	0	-	+25	-	
10.	780 W. Glentana Street	32	30	'93	525	625	-	725	
				'90	525	625	-	745	
				or+	0	0	-	-20	
11.	425-445 W. Front Street	18	30	'93	-	650	-	-	
				'90	-	650	-	-	
				-or+	-	0	-	-	
12.	436 W. Front Street	20	30	'93	-	645	-	-	
				'90	-	645	-	-	
				-or+	-	0	-	-	
13.	418 W. Center Street	7	20	'93	-	650	-	-	
				'90	-	690	-	-	
				-or+	-	-40	-	-	
14.	242 W. Center Street	5	15	'93	-	725	-	-	
				'90	-	725	-	-	
				-or+	-	0	-	-	
15.	212 W. Center Street	7	15	'93	625	-	650	-	
				'90	625	-	650	-	
				-or+	0	-	0	-	
16.	221 W. Dexter Street	15	25	'93	510-535	640	-	-	
				'90	525	635	-	-	
				-or+	-2.5	+5	-	-	
17.	270 E. Badillo Street	12	30	'93	525	-	-	-	
				'90	500	-	-	-	
				-or+	+25	-	-	-	

Project No. 1	<u>Address</u>	Total Number of Units	Age <sup>2</sup>	Year	<u>Rental Rates By Dwelling Unit Type<sup>3</sup></u>				D 3 Bedrooms & 2 Baths
					A 1 Bedroom & 1 Bath	B 2 Bedrooms & 1 Bath	C 2 Bedrooms & 2 Baths		
18.	356 E. Badillo Street	4	35	'93	515	-	730	-	
				'90	515	-	750	-	
				-or+	0	-	-20	-	
19.	417 E. Badillo Street	11	30	'93	575	-	700	-	
				'90	575	-	700	-	
				-or+	0	-	0	-	
20.	447 E. Algrove Street	18	30	'93	575	675	-	-	
				'90	595	695	-	-	
				-or+	-20	-20	-	-	
21.	236 E. Orlando Way	4	35	'93	-	625	-	-	
				'90	-	635	-	-	
				-or+	-	-10	-	-	
22.	265 E. Navilla Place	14	35	'93	490	650	-	-	
				'90	525	650	-	-	
				-or+	-35	0	-	-	
23.	305 E. Navilla Place	6	35	'93	500	625	-	-	
				'90	500	625	-	-	
				-or+	0	0	-	-	
24.	370 E. Navilla Place	8	35	'93	650	-	750	-	
				'90	600	-	700	-	
				-or+	+50	-	+50	-	
25.	430 S. San Jose Ave.	27	25	'93	550	-	650	750	
				'90	550	-	700	800	
				-or+	0	-	-50	-50	
26.	535 S. Barranca Ave.	36	30	'93	550	600-650	-	-	
				'90	550	650	-	-	
				-or+	0	-25	-	-	
27.	451 E. Rowland Street	29	30	'93	575-610	675-725	-	-	
				'90	535-595	675-725	-	-	
				-or+	+27.5	0	-	-	
28.	554 S. Barranca Ave.	15	30	'93	575-615	675	725	850	
				'90	595	685	700	800	
				-or+	0	-10	+25	+50	
29.	700-754 E. Rowland Street	104	15	'93	625-695	-	775	875	
				'90	625-695	-	775	875	
				-or+	0	-	0	0	
30.	338 N. Vecino Drive	14	35	'93	-	-	650	-	
				'90	-	-	635	-	
				-or+	-	-	+15	-	
31.	350 N. Vecino Drive	14	35	'93	525-575	655	-	-	
				'90	525-575	675	-	-	
				-or+	0	-20	-	-	
32.	144 N. Grandview Drive	4	35	'93	525	625	-	-	
				'90	525	635	-	-	
				-or+	0	-10	-	-	
33.	348 N. Prospero Drive	14	30	'93	550	650	-	725	
				'90	550	650	-	725	
				-or+	0	0	-	0	
34.	715 E. Ruddock Drive	9	15	'93	-	-	700	-	
				'90	-	-	750	-	
				-or+	-	-	-50	-	
35.	571 E. Hurst Street	4	35	'93	-	625-650	-	-	
				'90	-	625-650	-	-	
				-or+	-	0	-	-	

Project No.	Address	Total Number of Units	Age <sup>2</sup>	Year	<u>Rental Rates By Dwelling Unit Type<sup>3</sup></u>			
					A 1 Bedroom & 1 Bath	B 2 Bedrooms & 1 Bath	C 2 Bedrooms & 2 Baths	D 3 Bedrooms & 2 Baths
36.	474 W. Cypress Street	10	25	'93	-	-	700	-
				'90	-	-	700	-
				-or+	-	-	0	-
37.	826 N. Barranca Ave.	22	30	'93	575	-	625-675	-
				'90	575	-	650	-
				-or+	0	-	0	-
38.	514 E. Cypress Street	16	25	'93	575	-	625-675	-
				'90	595	-	675	-
				-or+	-20	-	-25	-
39.	1335 N. Barranca Ave.	38	15	'93	595-625	750	-	-
				'90	610	770	-	-
				-or+	0	-20	-	-
40.	1400 N. Grand Ave.	216	5	'93	695-715	-	825-845	-
				'90	695-715	-	815-835	-
				-or+	0	-	+10	-
41.	19550 Cienega Ave.	82	5	'93	725	-	850	-
				'90	750	-	875	-
				-or+	-25	-	-25	-
42.	216 S. Grand Ave.	54	30	'93	575	675	-	775
				'90	550	650	-	750
				-or+	+25	+25	-	+25
43.	129 N. Glendora Ave.	286	30	'93	525	-	-	-
				'90	545-575	-	-	-
				-or+	-35	-	-	-
44.	1207-1239 N. Glendora Ave.	44	5	'93	750-765	-	825-865	-
				'90	750-765	-	825-865	-
				-or+	0	-	0	-
45.	21042 Arrow Highway	232	5	'93	755-775	-	825-850	-
				'90	755-775	-	825-850	-
				-or+	0	-	0	-

- Notes:
1. Refer to attached map for illustration of locations.
  2. Approximate age of complex rounded to nearest "fifth" number.
  3. All rates refer to monthly dollar amount. Rental surveys taken August 1993 and October 1990.

**EXHIBIT 2 HAS BEEN OMITTED HERE  
(BECAUSE OF THE FOCUS OF THIS APPENDIX).**

CITY OF COVINA

125 East College Street • Covina, California 91723-2199 • (818) 331-0111

September 26, 1990

Mr. (LETTER MAILED TO SEVERAL LOCAL  
La Verne, Calif. 91750 REAL ESTATE DEVELOPERS)

Dear Mr. :

The Covina Planning Division currently is gathering various data as part of a major local housing study, and we would appreciate your sharing with us the following:

1. What you believe are typical Covina (and surrounding area, if possible) per-acre and per-unit land costs for new residential single-family and multiple-family (i.e., condominiums/townhouses and apartments) construction.
2. What you believe are typical Covina (and surrounding area, if possible) single-family and multiple-family construction costs (e.g., costs of materials, labor, financing, and related matters).
3. General comments on the availability of financing. For example, was it readily available for your projects in the City, and did the interest rate or terms differ in any ways from surrounding communities?
4. In recent months, did your projects sell or rent quickly? Do you foresee your projects selling or renting well over the next ten to fifteen years?
5. Which of the City's residential development requirements and procedures do you feel posed the greatest constraint on your construction activities/priorities?

Please note that your response will be considered confidential and not available to the public.

The information you provide will greatly assist us in analyzing Covina's housing situation. Your response by October 12, 1990 would be most appreciated. Thank you very much for your assistance. If you have any questions or need clarification, please call me at (818) 858-7234.

Sincerely,

Michael Marquez, Community  
Development Director

*Alan Carter*

Alan Carter, Associate Planner

CC: Michael Marquez, Community Development Director

"A Centennial Community", Founded April 8, 1886



# CITY OF COVINA

125 East College Street • Covina, California 91723-2199 • (818) 331-0111

September 26, 1990

(LETTER MAILED TO SEVERAL LOCAL  
REAL ESTATE OFFICES)

Dear Local Real Estate Official:

The City of Covina Planning Division currently is conducting a major housing study, and we therefore request the following:

1. A current listing of Covina area housing sales by unit type (i.e., single-family detached or condominium/townhouse), size (i.e., only number of bedrooms and bathrooms needed), selling price, and address. According to your information sources, what are the average or median home prices for Covina, the east San Gabriel Valley, Los Angeles County, and the State?
2. Typical Covina area per-acre and per-unit land costs for single-family and multiple-family (i.e., condominiums/townhouses and apartments) developments.
3. Typical Covina area single-family and multiple-family construction costs (e.g., costs for materials, labor, financing, and related matters).
4. Any comments on residential mortgage financing in the City, such as the general availability of financing (in terms of areas and income groups) for new construction and additions or remodelling, the current interest rate, and whether the interest rate differs from surrounding communities. In addition, what are the current household income prerequisites for typical home purchases and financing?

The information you provide will greatly assist us in analyzing Covina's housing situation. Your response by October 12, 1990 would be most appreciated. Thank you very much for your assistance. If you have any questions or need clarification, please call me at (818) 858-7234.

Sincerely,

Michael Marquez, Community Development  
Director

A handwritten signature in cursive script that reads "Alan Carter".

Alan Carter, Associate Planner

CC: Michael Marquez, Community Development Director



# CITY OF COVINA

125 East College Street • Covina, California 91723-2199 • (818) 331-0111

November 15, 1990

Mr. Vice President and Manager  
Los Angeles Region Appraisal  
Bank of

(LETTER MAILED TO THREE SPECIFIC  
PERSONS KNOWLEDGEABLE IN REAL  
ESTATE AND DEVELOPMENT MATTERS)

Orange, Calif. 92668

Dear Mr. :

The City of Covina Planning Division currently is conducting a major local housing study, and we would greatly appreciate your sharing with us the following:

1. Typical Covina or San Gabriel Valley area single-family and multiple-family construction costs. (I am essentially looking for an updated version of the attached sheet.)
2. Typical Covina or San Gabriel Valley per-acre and per-unit land costs for new residential single-family and multiple-family (i.e., condominiums/townhouses and apartments) construction.
3. Any available current market profiles or similar reports pertaining to residential and/or non-residential development in the Covina area.

The information you provide will greatly assist us analyzing Covina's housing situation. Thank you very much for your cooperation. If you have any questions or need clarification, please call me at (818) 858-7234.

Sincerely,

Michael Marquez, Community  
Development Director

*Alan Carter*

Alan Carter, Associate Planner

CC: Michael Marquez, Community Development Director  
Hal Ledford, City Planner



# CITY OF COVINA

125 East College Street • Covina, California 91723-2199 • (818) 331-0111

September 26, 1990

(LETTER MAILED TO SEVERAL LOCAL  
FINANCIAL INSTITUTIONS)

Dear Local Financial Institution Official:

The City of Covina Planning Division currently is conducting a major local housing study, and we therefore request the following:

1. General information on residential mortgage financing in the community. Specifically, is financing for new construction, additions, and remodelling available in all areas, what is the current interest rate, and does the rate differ from surrounding communities? In addition, what are the current household income prerequisites for typical Covina area home purchases and financing?
2. Typical Covina area per-acre and per-unit land costs for new residential single-family and multiple-family (i.e., condominiums/townhouses and apartments) construction.
3. Typical Covina area single-family and multiple-family construction costs (e.g., costs of materials, labor, financing, and related matters).
4. Any available current market profiles or similar reports pertaining to residential or non-residential development in the Covina area.

The information you provide will greatly assist us in analyzing Covina's housing situation. Your response by October 12, 1990 would be most appreciated. Thank you very much for your assistance. If you have any questions or need clarification, please call me at (818) 858-7234.

Sincerely,

Michael Marquez, Community  
Development Director



Alan Carter, Associate Planner

CC: Michael Marquez, Community Development Director

OBJECTIVES, GOALS AND POLICIES

To carry out a plan and program for implementation of any element of the Master or General Plan, there must be a community development concept or ideal. Those broad or all encompassing ideals or objectives must reflect the community at large. Other ideals lesser in scope or goals should also reflect those desirable attributes of the community. Furthermore, the plan for action or set of policies will define in greater detail the general direction the City may take in the on-going pursuit of those objectives and goals.

The direct involvement of a cross-section of the citizenry in the planning process is one of the most important of all aspects in the development of the Housing Element. The objectives, goals and plans relating to housing must be generated through citizen advisors with public hearings held to receive any additional input and comment from members of the community that were not a part of the advisory committee.

The broad goal of the preliminary California Statewide Housing Plan is "the provision of a decent home and suitable living environment for every California Household." In addition, five subordinate goals address the following:

- Availability - To increase the availability of an adequate new housing supply, and a choice of housing opportunities, through private investment and public actions.
- Suitability - To support and provide incentives for the maintenance and rehabilitation of the existing housing supply.
- Affordability - To bring available housing within the economic means of all persons.
- Community Development - To provide strong community development and integration of housing with sound and adequate employment, services and community facilities.
- Accessibility - To provide equal access and opportunity for all.

The above goals and their accompanying State policies are consistent with Covina's housing goals and objectives. The City of Covina endorses and supports the goals outlined in Sections 6452 through 6460 of the Housing Element Guidelines.

The following goals and supportive policies provide the basis of Covina's housing program:

## STANDARDS AND PLANS FOR THE IMPROVEMENT OF HOUSING STOCK.

### GOALS:

- o To make full use of applied technology and concepts, such as solar architecture, which will utilize the natural environment relative to housing requirements for heating and ventilation, thereby reducing the material needs and the cost required for housing.
- o To encourage the preservation of all housing stock.

### SUPPORTIVE POLICIES:

1. Encourage sufficient variety of housing types, sizes and prices to accommodate the changing needs of the community residents through private initiative.
2. Review and make assessment of the housing strategy through the Housing Assistance Plan and the Element on a quinquennial basis in order to adequately provide for the planning, development and maintenance of housing and related activities.
3. Encourage the application of innovative architectural, and construction techniques and materials, and the applied sciences such as structural engineering, environmental and behavioral science that could benefit housing and the neighborhood or community.
4. Promote manufactured housing that offers an advantage in terms of production time and price.
5. Encourage the development of only high quality manufactured housing subdivisions in areas of Covina that will best take advantage of the full potential of manufactured homes as viable housing market options.
6. Cooperate with other agencies involved in the improvement and provision of housing at the County and regional levels.

## STANDARDS AND PLANS FOR THE IMPROVEMENT OF NEIGHBORHOODS.

### GOALS:

- o To retain the present character of Covina as a residential city of quality.
- o To establish and maintain a viable housing strategy relative to: "affordability", housing quality, distribution of housing types where possible, and the residential quality and environment from the encroachment of excessive noise,

unnecessary through traffic, and incompatible or inappropriate uses of land.

SUPPORTIVE POLICIES:

7. Maintain a lower number of dwelling units per acre and a "ranchos" concept of large estates due to the natural topography found in the southeastern portion of Covina.
8. Encourage the utilization of "density bonus" and "vertical zoning" mechanisms in other areas of the community to compensate for the lower density in the southeastern portion of Covina.
9. Establish and maintain heavy penalties for violations of City building, safety and zoning codes.
10. Encourage the participation of citizens' groups to assure the responsiveness of housing programs.
11. Continue to make needed capital improvements, where appropriate, in order to stimulate rehabilitation and preserve the desirable residential character of the community.

ADEQUATE PROVISIONS FOR THE HOUSING NEEDS OF ALL ECONOMIC SEGMENTS.

GOALS:

- o To encourage the distribution of various households by size and type to avoid concentration of any one population group (type of residents and not type of housing units).
- o To provide current information relative to home financing and assistance, options available, maintenance and home improvement techniques, and other sources of technical assistance; accomplished through the County Housing Authority.
- o To involve more people from the community in the citizen participation process relative to housing plans and programs.

SUPPORTIVE POLICIES:

12. Promote the construction of condominium and homeowner type dwelling units rather than additional apartment units; this is due to the extremely high number of existing renter occupied units.
13. Emphasize the role of the private sector in the construction of low and moderate income housing.
14. Strive for the most suitable balance of housing types and ownership characteristics in order to maximize neigh-

borhood stability while providing a wide variety of housing choices and opportunities.

#### PROVISION OF ADEQUATE SITES FOR NEW HOUSING.

##### GOALS:

- o To consolidate small individual and/or long narrow parcels into adequate sized sites which would enable projects to become economically viable for development, thereby providing the incentive for housing unit production of apartments, townhouses or condominiums in the appropriate zones.
- o To strive to maintain a housing strategy that will consider environmental and geological situations such as soil capability, hillside, flood plains, etc.

##### SUPPORTIVE POLICIES:

15. Replace or rehabilitate substandard housing.
16. Encourage the consolidation of small parcels for the development of significant new residential projects.
17. Assist private developers to assemble and clear substandard, underimproved and blighted residential parcels for new residential development.
18. Ensure that condominium conversions and cooperatives are consistent with goals and policies of the City's housing element.
19. Support efforts of private lenders to provide alternative financing methods to make home ownership available to a greater number of households.
20. Encourage new residential construction in areas which will be adequately served by public services and facilities in accordance with local plans and programs.
21. Protect homogeneous single-family residential areas from apartment development encroachment.
22. Consider the factors of proximity to shopping, transportation, and other desirable facilities as a part of planning for and constructing housing for senior citizens and low income families.
23. Ensure the fairness and adequacy of compensation and relocation assistance to persons and families displaced by public improvements or redevelopment activities.

# Covina

*community resources department*

- Park & Facility Services
- Public Library
- Recreation Services
- Human Services
- Senior Services
- Special General Plan  
Notice: Pages 14

# The Covina General Plan

## A Look into the Future

Have you ever wondered why certain developments are built where they are? Why, you may ask, are shopping centers constructed at one major intersection, while offices are built at another? Or, why are condominiums and apartments built in some residential areas but not others? You may also wonder why major community facilities, such as parks and fire stations, are located where they are. All these questions relate to Covina's physical development, which is based on the Covina General Plan.

California planning law requires that each city prepare, adopt and implement a General Plan which functions as the community's blueprint and constitution for its growth and development. The general Plan guides the location, design and appearance of new buildings and projects. It sets standards for streets, parks, noise seismic safety and many other features which effect the quality of life in the community. City officials use the General Plan daily in making short and long range decisions on development proposals, special projects, public improvements and ordinances. The General Plan document itself consists of a detailed analysis of the existing community and a listing of goals, policies, standards and implementation programs. The Plan is arranged within a framework of eight topics or "elements." The elements are: land use, circulation, housing, conservation, open space, community design, noise and safety. Land use is the most important element because it establishes what uses (e.g., residential, commercial, etc.) are permitted in different areas and what development standards (e.g., maximum building height limits) apply. The other elements cover the many other topics pertaining to a jurisdiction's physical development. The Plan, with periodic updating, is intended to guide

the growth of the community for a period of approximately twenty years from its adoption.

In the coming months, the City's Planning staff will be updating Covina's General Plan in order to better guide and regulate development and to more accurately reflect the values of the community and our future needs. The update process will be important and challenging because a great deal of information will need to be collected and analyzed and many reports and maps will need to be prepared. The General Plan will actually be updated in two phases. Phase I, the land use, circulation, housing and noise elements, is scheduled to be completed by July 1989. The second phase is expected to be finished one year later.

Citizen participation is an important part of the General Plan update process. You, as residents of Covina, will have opportunities to express your views on, among other things, growth, development, revitalization and the quality of life in Community. These opportunities will come by way of a questionnaire sent to approximately 2000 randomly selected households, town hall meetings and public hearings. All meetings and hearings will be listed in the local newspapers. We urge you to participate in the exciting General Plan update process, for only with active citizen input will City officials be able to identify and address your views and needs. Remember, if you have questions and concerns about development and the quality of life in Covina, this will be your chance to speak up! Covina's staff and elected representatives are interested in serving you. Lets work together to effectively chart the course of Covina's growth into the 21st Century.

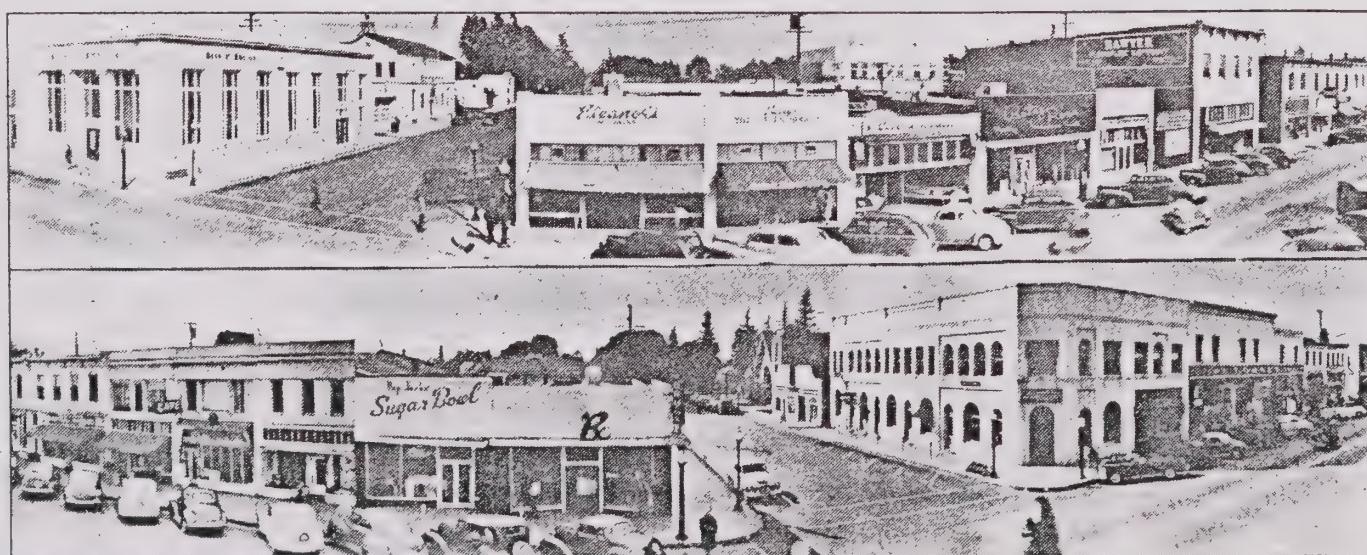


Photo Courtesy of the Covina Historical Society & Powell Camera Shop

Downtown Covina in 1948. What will Covina look like in 2008?

To formally begin the citizen participation process, the Planning staff would like to ascertain how you feel about certain topics. Therefore, please answer the following questions and return your response either by mail or in person to the address listed at the end of the survey. Feel free to attach additional sheet if necessary. Your answers would be most appreciated.

1. In your opinion, what are the major local planning and development issues facing Covina today?

2. Please circle the number in the column that best expresses your assessment of the importance of the areas of concern listed below. Add additional concerns at the bottom if you wish.

	Of No Concern	Minor Concern	Moderate Concern	Major Concern
a. Paying for services needed by new developments.	0	1	2	3
b. Police protection services.	0	1	2	3
c. Fire protection services.	0	1	2	3
d. Parks, open space & recreational facilities.	0	1	2	3
e. Recreation programs.	0	1	2	3
f. Community appearance.	0	1	2	3
g. Community image.	0	1	2	3
h. Adequacy of local street system.	0	1	2	3
i. Traffic congestion.	0	1	2	3
j. Street repair/maintenance.	0	1	2	3
k. Street cleaning.	0	1	2	3
l. Public transit.	0	1	2	3
m. Libraries.	0	1	2	3
n. Schools.	0	1	2	3
o. Maintenance of private property.	0	1	2	3
p. Housing costs & availability.	0	1	2	3
q. Housing subsidies & maintenance programs.	0	1	2	3
r. Providing jobs for local residents.	0	1	2	3
s. Other _____	0	1	2	3

3. To what degree would you be willing to pay for any of the following community service and facility improvements (via user fees, taxes and/or tolls).

	Don't Know	Would Not Pay For	Somewhat Willing To Pay	Very Willing To Pay
a. Police.	0	1	2	3
b. Fire.	0	1	2	3
c. Parks & recreational facilities.	0	1	2	3
d. Public transit.	0	1	2	3
e. Street repair/maintenance.	0	1	2	3
f. Street cleaning.	0	1	2	3
g. Housing subsidies & maintenance.	0	1	2	3
h. Libraries.	0	1	2	3
i. Schools.	0	1	2	3
j. Community appearance.	0	1	2	3
k. Other _____	0	1	2	3

4. How would you rate the overall appearance of the community?

- a. Excellent \_\_\_\_\_
- b. Above average \_\_\_\_\_
- c. Average \_\_\_\_\_
- d. Below average \_\_\_\_\_
- e. Poor \_\_\_\_\_

5. Do you think the appearance of the community needs to be improved?

Yes \_\_\_\_\_ No \_\_\_\_\_ Don't Know \_\_\_\_\_

Explain \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

6. In terms of future retail, office and industrial building activity and revitalization, what type of changes would you like to see over the next 25 years?

Explain \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

7. Do you think any of the following housing types should be built in greater amounts than other. Please rate these on a scale from "none needed" to "many needed." Circle the appropriate number.

	Don't Know	None Needed	Some Needed	Many Needed
a. Single-family detached houses.	0	1	2	3
b. Condominiums & townhouses.	0	1	2	3
c. Apartments.	0	1	2	3
d. Mobile homes.	0	1	2	3
e. Other.	0	1	2	3

8. What would you like to see added or changed in the downtown?

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

9. What goals would you like to see the City adopt to guide development over the next twenty-five years.

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Please return completed surveys to:

City of Covina Planning Division, 125 East College Street, Covina, California 91723

Thank you for your responses. Your answers will greatly assist the Planning staff and City officials in making decisions about future development patterns and standards. As mentioned above, additional participation opportunities are just around the corner. If you wish clarification on any matter, or if you would like to receive written notice of future public hearings, feel free to contact the Covina Planning Division at 331-0111, Ext. 231, and speak to Hal Ledford, City Planner, or Alan Carter, Assistant Planner.

## COVINA SHORT QUESTIONNAIRE RESPONSES

The Short Questionnaire was distributed in January 1989 to all City households. The purpose of the Questionnaire, which appeared in the winter '89 Community Resources Department brochure, was to identify local citizen views on various planning-related issues for the General Plan update and to serve as a basis for developing a more detailed, random survey (the Community Questionnaire). Eighty-one Short Questionnaires were returned out of approximately 22,000 brochures mailed out. Contact Alan Carter, Covina Associate Planner, at (818) 858-7231 for clarification on the Short Questionnaire preparation, distribution and tabulation processes.

### GENERAL QUESTIONS

#### 1. In your opinion, what are the major local planning and development issues facing Covina today?

- |    |   |       |
|----|---|-------|
| a. | Maintaining City image/small town atmosphere  | 6.1%  |
| b. | Improving community appearance/getting higher quality development                             | 8.3%  |
| c. | Maintenance of private property   | 2.3%  |
| d. | Maintaining tax and employment base   | 3.0%  |
| e. | Citizen participation in planning and development matters                                     | .8%   |
| f. | Providing adequate services without raising taxes   | 3.8%  |
| g. | Annexing unincorporated areas/"improving" county  | 2.3%  |
| h. | Adopting a "slow to moderate growth" policy/growing too fast                                  | 14.4% |
| i. | Slowing the pace of multiple-family development/apartments                                    | 7.6%  |
| j. | Slowing the pace of commercial development  | 2.3%  |
| k. | Dealing with excessive/increasing traffic volumes   | 6.8%  |
| l. | Improving public transportation programs  | 3.0%  |
| m. | Maintaining streets, alleys and sidewalks   | 6.1%  |
| n. | Revitalizing downtown (physical, economy, parking, and circulation)                           | .6%   |
| o. | Promoting small businesses and/or light industrial development                                | 4.5%  |
| p. | Getting greater variety of stores, restaurants and businesses                                 | 4.5%  |
| q. | Getting balance of various housing types  | 1.5%  |
| r. | Developing more parks/open space, upgrade existing facilities and better maintain park system | 4.5%  |
| s. | Restoring or earthquake-proofing old buildings  | 3.8%  |
| t. | Consideration of handicapped concerns in development  | .8%   |
| u. | Lack of cultural attractions  | 1.5%  |
| v. | New City Hall   | 1.5%  |

2. Please circle the number in the column that best expresses your assessment of the importance of the areas of concern listed below. Add additional concerns at the bottom if you wish.

	<u>Of No Concern</u>	<u>Minor Concern</u>	<u>Moderate Concern</u>	<u>Major Concern</u>
a. Paying for services needed by new developments	19.1%	19.1%	19.1%	42.6%
b. Police protection service	1.3%	6.5%	13.0%	79.2%
c. Fire protection services	1.3%	5.2%	20.8%	72.7%
d. Parks, open space & recreational facilities	2.7%	17.3%	40.0%	40.0%
e. Recreation programs	9.3%	36.0%	36.0%	18.7%
f. Community appearance	0%	8.9%	24.1%	67.1%
g. Community image	1.3%	11.5%	26.9%	60.3%
h. Adequacy of local street system	5.5%	16.4%	21.9%	56.2%
i. Traffic congestion	1.3%	14.5%	27.6%	56.6%
j. Street repair/maintenance	0%	7.9%	38.2%	53.9%
k. Street cleaning	1.3%	24.0%	34.7%	40.0%
l. Public transit	9.5%	33.8%	28.4%	28.4%
m. Libraries	7.0%	14.1%	42.3%	36.6%
n. Schools	4.0%	13.3%	28.0%	54.7%
o. Maintenance of private property	2.7%	12.3%	27.4%	57.5%
p. Housing costs & availability	15.4%	26.2%	38.5%	20.0%
q. Housing subsidies & maintenance programs	29.0%	21.7%	26.1%	23.2%
r. Providing jobs for local residents	6.5%	27.4%	32.3%	33.9%
s. Other (please specify) _____				

(Moderate or major concerns for all responses)

Overcrowding/overdevelopment	21.1%
Proliferation of apartments	5.3%
Revitalizing the downtown	5.3%
Having greater variety of stores	15.8%
Remodeling city hall	5.3%
Building new city hall	5.3%
Services/programs for seniors	10.5%
Services/programs for kids	5.3%
Programs/accommodations for handicapped	5.3%
Elimination of bars	5.3%
Recycling program	5.3%
High water rates	5.3%
Painting addresses & colors on curbs	5.3%

**3. To what degree would you be willing to pay for any of the following community service and facility improvements (via user fees, taxes and/or tolls).**

	<u>Don't Know</u>	<u>Would Not Pay For</u>	<u>Somewhat Willing To Pay</u>	<u>Very Willing To Pay</u>
a. Police	55.6%	3.7%	13.6%	27.2%
b. Fire	56.8%	3.7%	14.8%	24.7%
c. Parks & recreational facilities	56.8%	11.2%	22.3%	9.9%
d. Public transit	58.0%	22.2%	11.1%	8.6%
e. Street repair/maintenance	56.8%	6.1%	25.9%	11.2%
f. Street cleaning	56.8%	12.3%	19.7%	9.9%
g. Housing subsidies & maintenance	63.0%	27.1%	7.4%	2.5%
h. Libraries	55.6%	9.8%	22.2%	12.3%
i. Schools	58.0%	11.1%	20.9%	9.9%
j. Community appearance	59.3%	3.7%	20.9%	16.0%
k. Other _____				

One answer for each category

- Programs for handicapped
- Can't pay - on limited income
- Programs for senior citizens
- Programs for children and/or child care
- Recycling

**4. How would you rate the overall appearance of the community?**

a. Excellent	3.8%
b. Above average	25.3%
c. Average	53.2%
d. Below average	11.4%
e. Poor	6.3%

**5. Do you think the appearance of the community needs to be improved?**

Yes	92.2%
No	7.8%
Don't Know	0%
Explain _____	

Strictly adhere to code for more high quality/attractive developments, signs, etc.	9.9%
Have good architectural guidelines/adopt design theme.	2.5%
Maintain small town atmosphere.	1.7%
Redevelop downtown/clean up/more interesting businesses.	9.9%
Restore old, historic buildings.	4.1%
Abate current land use conflicts/have land use consistency in future.	2.5%
Clean streets/sidewalks frequently.	5.8%
Repave/patch/repair existing streets and/or sidewalks.	9.1%
Plant more public landscaping, street trees, etc.	12.4%
Have more green space/parks/open space citywide.	.8%

Trim trees regularly, but don't overdue it.	5.8%
Maintain parks better.	2.5%
Abate graffiti.	1.7%
Maintenance of private property.	15.7%
Parking on lawns, (operative or inoperative vehicles) or on front yard areas.	9.9%
Better promote home maintenance/improvement programs.	.8%
Parking of trucks in residential areas and/or small streets.	1.7%
Build less multiple-family housing/stop "multiple family" look.	3.3%

6. In terms of future retail, office and industrial building activity and revitalization, what type of changes would you like to see over the next 25 years?

1. Attract more specialized, "classy" business/retail to draw people. 16.0%
2. Attract businesses that will bring jobs. 2.4%
3. Development should be low intensity/retain Covina's small-town atmosphere/no high rises. 7.4%
4. Multi-story/high intensity development in appropriate areas. 2.4%
5. Buildings with better designs and more open space and/or parking. 14.8%
6. Development that will not result in conflicting land use situations. 13.5%
7. Redo and/or earthquake proof old buildings and shopping centers and maintain what we have. 12.3%
8. More high tech/clean/light manufacturing industries. 13.5%
9. More service businesses. 1.2%
10. More medical/dental facilities. 1.2%
11. More office development. 3.7%
12. Slow/control growth across the board. 13.5%
13. Less shopping centers. 3.7%
14. Less mini malls/strip outlets. 3.7%
15. Less auto dealers. 2.4%
16. Less offices. 1.2%
17. Less industrial development. 2.4%

7. Do you think any of the following housing types should be built in greater amounts than others? Please rate these on a scale from "none needed" to "many needed." Circle the appropriate number.

	Don't Know	None Needed	Some Needed	Many Needed
a. Single-family detached houses.	12.3%	11.1%	38.2%	38.2%
b. Condominiums & townhouses.	14.8%	49.3%	30.8%	4.9%
c. Apartments	16.0%	60.4%	20.9%	2.4%
d. Mobile homes.	20.9%	64.2%	11.1%	3.7%
e. Other				

One answer for each category

Duplexes

Affordable/subsidized housing

Senior citizen housing

**8. What would you like to see added or changed in the downtown?**

- |   |       |
|---|-------|
| 1. Facade and sign enhancements/restorations and structural reinforcements. | 40.7% |
| 2. Install decorative paving, landscaping, street furniture, and clean up.  | 17.2% |
| 3. More open space.   | 1.2%  |
| 4. Maintain quaintness/small town atmosphere.                               | 6.1%  |
| 5. Redevelop with consistent theme/design standards.                        | 8.5%  |
| 6. Higher quality and/or better variety of stores, businesses, etc.         | 25.9% |
| 7. Synchronize signals/widen streets/eliminate or reduce diagonal parking.  | 23.4% |
| 8. Construct more off-street parking  | 9.8%  |
| 9. Better link off-street parking to stores/rear of stores                  | 11.1% |
| 10. Keep/improve theatre  | 3.7%  |
| 11. Build new city hall   | 1.2%  |
| 12. Eliminate or clean up hotel (Pacino's)                                  | 9.8%  |
| 13. No more auto dealers.   | 2.4%  |
| 14. More consideration of handicapped accessibility.                        | 2.4%  |
| 15. Play areas for kids.  | 1.2%  |
| 16. Need bike racks.  | 1.2%  |
| 17. Better lighting.  | 1.2%  |
| 18. Make into pedestrian mall - Citrus                                      | 4.9%  |
| 19. No changes needed - it's ok/quaint/fine as is                           | 3.7%  |

**9. What goals would you like to see the City adopt to guide development over the next twenty-five years?**

- |   |       |
|---|-------|
| 1. Economy in city services/integrity of city government.   | 13.5% |
| 2. Slow or control growth/maintain low intensity development pattern or small town atmosphere/increase quality of living environment. | 27.1% |
| 3. Focus medium to high-intensity development on main streets.  | 1.2%  |
| 4. Limit apartment/multi-family development   | 18.5% |
| 5. Limit mini-malls and/or commercial development.  | 6.1%  |
| 6. Have greater variety of shopping outlets.  | 9.8%  |
| 7. Encourage retention/restriction of old houses/buildings and/or encourage residential conversions.                                  | 7.4%  |
| 8. Make Covina "upscale."   | 2.4%  |
| 9. Revitalize downtown.   | 7.4%  |
| 10. Leave downtown alone/keep quaintness.   | 2.4%  |
| 11. Have good architectural styles/high quality development.  | 8.6%  |
| 12. Need to annex unincorporated areas.   | 1.2%  |
| 13. Have more citizen input on issues/promote civic pride.  | 6.1%  |
| 14. Encourage pride of ownership/property maintenance/home improvements.  | 13.5% |
| 15. High cost of housing.   | 1.2%  |
| 16. Attract new business/have professional business attitude.   | 6.1%  |
| 17. Have various housing types.   | 2.4%  |
| 18. Build new city hall.  | 1.2%  |
| 19. Do traffic improvements/light synchronization, where needed.  | 2.4%  |
| 20. Maintain and/or clean streets consistently.   | 11.1% |
| 21. Limit bus traffic in some areas.  | 1.2%  |
| 22. Better enforce parking laws/traffic laws.   | 1.2%  |

23.	Better programs for decreasing crime/improve Police Dept.	7.4%
24.	Have graffiti abatement program.	1.2%
25.	Close less schools/have better education or schools.	7.4%
26.	More people-oriented services/programs for children and/or seniors.	4.9%
27.	More parks and open space needed.	3.7%
28.	More public landscaping needed.	7.4%
29.	Light rail system needed/improve public transportation	2.4%
30.	Recycling program needed.	1.2%

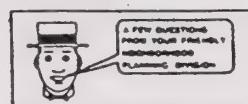


# "Long" or Primary General Plan Update Questionnaire and Responses

## APPENDIX G

### COVINA COMMUNITY QUESTIONNAIRE

#### INTRODUCTORY COMMENTS



The City of Covina is presently updating its General Plan. The General Plan is a document that is adopted by the City Council and that serves as a guide for the community's long-term physical development. As part of the General Plan revision process, City officials would like to know your feelings and opinions on matters such as growth and community services. The views expressed will be considered by the City's Planning staff in making decisions about the future of the community. Therefore, please take a few minutes to complete the questionnaire. Your compliance would be most appreciated.

The questionnaire has been prepared and distributed to randomly selected households by the Covina Planning staff, who will also tabulate and analyze the answers. Be assured that the City will not give out completed questionnaires to other parties. All responses will be confidential.

The objectives of the questionnaire are:

1. To identify what Covinans feel are major concerns relative to population and physical growth and the redevelopment of old areas.
2. To ascertain what residents perceive as major local planning issues and opportunities.
3. To identify what planning and development goals and policies residents would like to see implemented.
4. To ascertain how residents feel about City services and facilities.

#### INSTRUCTIONS (Please read carefully.)

#### INSTRUCTIONS

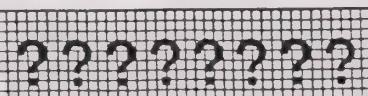
1. Please complete the questionnaire even if you have already answered the planning questions in the Winter 1989 Community Resources Brochure.
2. Indicate answers either by 1) circling the letters or numbers that correspond to items or categories or 2) writing in your response when asked to do so.
3. Upon completion of the questionnaire, check over the form to ensure that all questions have been completely answered.
4. Please return the completed questionnaire, either by mail or in person, to:

Covina Planning Division  
125 East College Street  
Covina, Calif. 91723

For your convenience, a pre-addressed, postage-paid envelope is provided. Questionnaires must be received by the City on or before August 31, 1989.

5. If you have any questions about this document or would like additional information on the General Plan update process, feel free to contact either Hal Ledford, City Planner, or Alan Carter, Assistant Planner, of the Planning Division at (818) 331-0111, extension 231 or 232, between 8:00 a.m. and noon.

#### I. GENERAL QUESTIONS



The questions in this first section cover several areas. The answers will give the Covina staff a good idea of residents' overall feelings about the community. (You may wish to reserve all comments about the downtown for the second section.)



1. How do you like living in Covina? (Please circle the appropriate letter.)

- a. Strongly like
- b. Like
- c. Neutral
- d. Dislike
- e. Strongly dislike
- f. No opinion

2. Please circle the number that best expresses your assessment of the importance of the areas of concern or issues listed below. Add additional issues at the bottom if you wish. (Question 11 provides an evaluation of specific City services and facilities.)

	NO CONCERN	MINOR CONCERN	MODERATE CONCERN	MAJOR CONCERN
a. Paying for basic City services	0	1	2	3
b. Overdevelopment	0	1	2	3
c. Traffic	0	1	2	3
d. City appearance	0	1	2	3
e. Maintaining private property (yards, lawns, bldg. appearance)	0	1	2	3
f. Maintaining City commercial & industrial base	0	1	2	3
g. Parks, open space & recreational facilities	0	1	2	3
h. Preserving historic sites & areas	0	1	2	3
i. Abundance of remaining unincorporated areas	0	1	2	3
j. Providing ample commercial uses for local residents	0	1	2	3
k. Stability & vitality of downtown	0	1	2	3
l. Housing costs & availability	0	1	2	3
m. Housing types & distribution	0	1	2	3
n. Other (please specify)	0	1	2	3

3. What do you think are Covina's major assets (or strengths)? (Please list 3 to 5 items.)

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4. What do you think are Covina's major liabilities (or weaknesses)? (Please list 3 to 5 items.)

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## II. DOWNTOWN



The next group of questions pertains to downtown Covina (which is the area generally bounded by the Southern Pacific Railroad Line on the north, 1st and 2nd Avenues on the east, Puente Street on the south, and 4th Avenue on the west). City officials need feedback to ensure that revitalization goals and policies are in concert with citizen views.

5. How often do you go downtown for a specific purpose (e.g., shopping, services, business, etc. Please circle the appropriate letter.)

- a. Never
- b. Seldom
- c. Monthly
- d. Weekly
- e. Daily

6. How do you generally get downtown? (Circle the one best letter.)

- a. Car
- b. Bus
- c. Walk
- d. Bicycle
- e. Other (please specify) \_\_\_\_\_

7. What are your main reasons for going downtown? (Circle as many as necessary.)

- a. Work
- b. Shop
- c. Personal services (e.g., barber, dry cleaner)
- d. Financial services (e.g., banks, investments)
- e. Medical and/or dental services
- f. Business and/or legal services
- g. Governmental services and/or utilities
- h. Restaurants
- i. Church
- j. Entertainment
- k. Visiting friends, family, etc.
- l. Commuting route
- m. Other (please specify) \_\_\_\_\_

8. What do you like about downtown Covina? (Please list 3 to 5 items.)

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9. What changes or improvements would you like to see in the downtown. (Please list 3 to 5 items.)

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10. Are you aware of the City's current plans to enhance the downtown?

- a. Yes
- b. No

## II. COMMUNITY SERVICES AND FACILITIES



Community services and facilities, such as police, street cleaning and schools, are elements of city life that we all use and, from time to time, need to evaluate. This next area of discussion will provide you with the opportunity to express how good or bad you feel various services and facilities are operated.

11. Do you think any of the following services and facilities should be increased or improved? Please rate these on a scale from "no improvement needed" to "much improvement needed." (Circle one number for each category.)

	DON'T KNOW	NO IMPROVE- MENT NEEDED	SOME IMPROVE- MENT NEEDED	MUCH IMPROV. NEEDED
a. Street cleaning	0	1	2	3
b. Street repair/maintenance	0	1	2	3
c. Landscaping in street medians	0	1	2	3
d. Storm drainage	0	1	2	3
e. Sewage disposal	0	1	2	3
f. Street lights	0	1	2	3
g. Police	0	1	2	3
h. Fire	0	1	2	3
i. Parks & open space	0	1	2	3
j. Recreation & cultural programs & activities for adults	0	1	2	3
k. Recreation programs & activities for kids	0	1	2	3
l. Schools	0	1	2	3
m. Libraries	0	1	2	3
n. Programs for senior citizens	0	1	2	3
o. Child care	0	1	2	3
p. Entertainment	0	1	2	3
q. Covina shopping areas	0	1	2	3
r. Area public transit	0	1	2	3
s. City transit programs	0	1	2	3
t. Other (please specify)	0	1	2	3

#### IV. TRANSPORTATION



Covina's transportation network, transit systems and traffic problems are matters most of us think about frequently. Now is the time to put your thoughts in writing.

12. A number of ways to reduce traffic congestion are listed below. On a scale from 1 to 3, with 1 being "not very effective" and 3 being "very effective," how would you rate the following traffic reduction measures? (Circle the one best number for each item.)

	DON'T KNOW	NOT VERY EFFECTIVE	MODERATELY EFFECTIVE	VERY EFFECTIVE
a. Increase bus transit	0	1	2	3
b. Increase shuttle and van services	0	1	2	3
c. Increase car or van pools	0	1	2	3
d. Improve City streets	0	1	2	3
e. Establish commuter rail system on existing railroad tracks	0	1	2	3
f. Limit development	0	1	2	3
g. Flexible work hours for employees	0	1	2	3

h. Other (please specify)

0 1 2 3

13. Approximately how often do you use each of the following? (Circle the one best number for each item.)

	NEVER	SELDOM	MONTHLY	WEEKLY	DAILY
a. Car	1	2	3	4	5
b. Bus	1	2	3	4	5
c. Shuttle and van service	1	2	3	4	5
d. Car or vanpool	1	2	3	4	5
e. Flexible work hours	1	2	3	4	5
f. Other (please specify)	1	2	3	4	5

14. How often would you be willing to use any of the following, on a scale from "never" to "often"? (Circle the one best number for each category.)

	DON'T KNOW	ALREADY USE	NEVER	SOMETIMES	OFTEN
a. Bus	0	1	2	3	4
b. Shuttle & van service	0	1	2	3	4
c. Car or van pool	0	1	2	3	4
d. Flexible work hours	0	1	2	3	4
e. Other (please specify)	0	1	2	3	4

## V. HOUSING



Thanks for your patience so far. How do you feel about Covina's housing situation? Housing is the focus of this next group of questions.

15. A number of ways to improve housing opportunities for low and moderate income residents and senior citizens in Covina have been proposed. Which of the following would you support on a scale from "would not support" to "strongly support." (Circle one answer for each category.)

	DON'T KNOW	WOULD NOT SUPPORT	MODERATELY SUPPORT	STRONGLY SUPPORT
a. Require that projects include a percentage of affordable housing	0	1	2	3
b. Permit more units to be built on lots zoned for apartments or condos if a percentage of affordable units is included	0	1	2	3
c. Encourage more renter-occupied housing to be built throughout City	0	1	2	3
d. Encourage second units on single-family lots	0	1	2	3
e. Encourage affordable senior-citizen only housing	0	1	2	3
f. Expand housing subsidy programs for seniors and low-income households	0	1	2	3

g. Expand programs to conserve and rehabilitate existing housing	0	1	2	3
h. Encourage prefabricated housing	0	1	2	3
i. Other (please specify)	0	1	2	3

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16. On a scale from 1 to 3, to what extent do you feel the following housing types should be built in Covina over the next 25 years? (Check one answer for each category.)

	DON'T KNOW	NONE NEEDED	SOME NEEDED	MANY NEEDED
a. Single-family detached units	0	1	2	3
b. Condominiums and townhouses	0	1	2	3
c. Apartments	0	1	2	3
d. Mobilehome parks	0	1	2	3
e. Second units on single-family lots	0	1	2	3
f. Other (please specify)	0	1	2	3

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17. What do you think the City should do with its relatively high percentage of medium to high density developments (i.e., apartments, condominiums and townhouses? Circle the one best letter below.)

- a. Nothing - allow development to continue at current pace.
  - b. Reduce slightly the number of units that can be constructed on lots zoned for apartments, condominiums, etc.
  - c. Reduce greatly the number of units that can be constructed on lots zoned for apartments, condominiums, etc.
  - d. Other (please specify) \_\_\_\_\_
- 

## VI. BACKGROUND INFORMATION



Finally, we would like to know a little about you in order to study how different types of people feel about the matters that have been discussed.

18. How long have you lived in Covina?

\_\_\_\_\_ Years

19. What type of home do you live in? (Circle the appropriate letter.)

- a. Single-family detached
  - b. Condominium or townhouse
  - c. Apartment
  - d. Unit in back of single-family detached house
  - e. Mobile home
  - f. Other (please specify) \_\_\_\_\_
- 

20. Do you own your place of residence?

- a. Yes
- b. No

21. If you were to move today, would you prefer to stay in Covina?
- a. Yes
  - b. No
  - c. Not sure
22. If you are a County resident (i.e., your address is either 5 digits or in the 3000s or 4000s), do you think you and your property would benefit from being annexed into the City of Covina?
- a. Yes
  - b. No
  - c. Not sure
  - d. Not applicable (currently City resident)

22-1. If yes, how? \_\_\_\_\_  
\_\_\_\_\_

22-2. If no, why not? \_\_\_\_\_  
\_\_\_\_\_

23. Do you think the City should encourage the annexation of unincorporated county areas?  
(Circle the one best letter.)
- a. Yes
  - b. No
  - c. Not sure
24. Do you think the City should adopt an ordinance to encourage reasonable maintenance of private property?  
(The ordinance would, among other things, discourage messy front yards and the storage of inoperable vehicles in areas visible to the public.)
- a. Yes
  - b. No
  - c. Not sure

25. What is your employment status? (Please circle the one best answer.)

- a. Employed (full- or part-time)
- b. Unemployed
- c. Full-time student
- d. Student and employed
- e. Retired
- f. Semi-retired
- g. Other (please specify) \_\_\_\_\_

**25-1. If employed full- or part-time:**

25-1a. In what city or community do you work? \_\_\_\_\_

25-1b. How do you get there? \_\_\_\_\_

Thank you for taking the time to complete the questionnaire. Your answers will provide City officials with important information that will be considered in making decisions about Covina's future physical development. Feel free to use the space below to make any additional comments about Covina or about the questionnaire.

## COVINA COMMUNITY QUESTIONNAIRE RESPONSES

The Covina Community Questionnaire, which was distributed in July 1989, was prepared to identify local citizen views on various issues to assist City staff in revising the Covina General Plan. The below data are based on 332 returned questionnaires. A total of 2,208 forms were mailed to every tenth resident. The response rate was thus fifteen percent. For clarification on the questionnaire preparation, distribution and tabulation processes, contact Alan Carter, Associate Planner, City of Covina, at (818) 858-7231.

### GENERAL QUESTIONS

#### 1. How do you like living in Covina?

a. Strongly like	39.3%
b. Like	47.7%
c. Neutral	7.3%
d. Dislike	1.2%
e. Strongly dislike	.3%
f. No opinion	.3%
No answer	3.9%

#### 2. Please circle the number that best expresses your assessment of the importance of the areas of concern or issues listed below. Add additional issues at the bottom if you wish. (Question 11 provides an evaluation of specific City services and facilities.)

	No <u>Concern</u>	Minor <u>Concern</u>	Moderate <u>Concern</u>	Major <u>Concern</u>
a. Paying for basic City services	16.3%	26.1%	35.2%	22.5%
b. Overdevelopment	4.4%	15.4%	29.2%	50.9%
c. Traffic	5.0%	14.3%	31.5%	49.2%
d. City appearance	4.5%	8.4%	33.2%	53.9%
e. Maintaining private property (yards, lawns, bldg. appearance)	5.5%	9.7%	30.7%	54.0%
f. Maintaining City commercial & industrial base	7.4%	16.5%	42.6%	33.5%
g. Parks, open space & recreational facilities	7.4%	9.6%	37.0%	46.0%
h. Preserving historic sites & areas	9.4%	21.6%	35.8%	33.2%
i. Abundance of remaining un- incorporated areas	11.8%	32.6%	32.9%	22.7%
j. Providing ample commercial uses for local residents	11.6%	32.0%	39.9%	16.5%
k. Stability & vitality of downtown	4.5%	20.3%	42.1%	33.1%
l. Housing costs & availability	6.2%	17.6%	34.0%	42.2%
m. Housing types & distribution	5.2%	11.8%	35.6%	47.4%
n. Other (please specify)				

(Moderate or Major Concern for all responses)

Crime & gang activity, increase police protection	45.8%
Parking problems	10.4%
Maintenance of streets & sidewalks	6.3%
Too much growth for high density residences	12.5%
Too much low income housing	6.3%
A recycling program	2.1%
Maintaining / enforcement of zoning laws	2.1%
Youth programs & services	4.2%
Concern for the quality of the water supply	6.3%
A bike trail	2.1%
A more responsive city government	2.1%

3. What do you think are Covina's major assets (or strengths)?

City Services	28.0%
Family oriented, small town, clean environment	27.8%
Low crime	8.1%
Geographic location	12.3%
Community involvement	3.0%
No major industries	.8%
City government	3.6%
Low tax rates on property	1.1%
Weather	.4%
Friendly people	6.6%
Existing businesses	8.5%

4. What do you think are Covina's major liabilities (or weaknesses)?

Adequacy of basic city services, programs & facilities	19.7%
Adequacy of non-city services & facilities	3.1%
Overdevelopment of commercial uses	7.1%
Proliferation of multiple family complexes	9.6%
Lack of affordable housing	4.2%
Parking, circulation and/or appearance of downtown	13.8%
Decline in community image	1.0%
Excessive population growth	2.5%
Increasing Traffic	9.2%
Increasing crime rates	7.1%
Smog	3.8%
Deterioration of residential properties	4.4%
Need to annex unincorporated areas	1.9%
Lack of adequate retail/entertainment uses	5.9%
Fiscal condition of City	4.8%
Street parking for residential use wanted	1.3%
Preserving the ecology	.6%

DOWNTOWN

5. How often do you go downtown for a specific purpose (e.g., shopping, services, business, etc.)

- a. Never 1.8%
- b. Seldom 27.4%
- c. Monthly 15.7%
- d. Weekly 41.2%
- e. Daily 13.8%

**6. How do you generally get downtown?**

a. Car	91.7%
b. Bus	1.5%
c. Walk	5.5%
d. Bicycle	.6%
e. Cab	.6%

**7. What are your main reasons for going downtown?**

a. Work	3.1%
b. Shop	20.8%
c. Personal services (e.g., barber, dry cleaner)	9.8%
d. Financial services (e.g., banks, investments)	17.5%
e. Medical and/or dental services	12.9%
f. Business and/or legal services	4.8%
g. Governmental services and/or utilities	5.3%
h. Restaurants	8.5%
i. Church	3.2%
j. Entertainment	4.3%
k. Visiting friends, family, etc.	1.5%
l. Commuting route	6.9%
m. Library	1.0%
n. Volunteer services	.1%
o. Pleasure (e.g., walking, biking)	.3%

**8. What do you like about downtown Covina?**

a. Parking	8.0%
b. Historical image, clean and attractive	33.2%
c. Business community	26.0%
d. Good transportation services	.8%
e. Emergency centers	2.4%
f. Close by residential areas	16.7%
g. Safe environment at night	2.7%
h. Friendly atmosphere	8.5%
i. City services	1.9%

**9. What changes or improvements would you like to see in the downtown?**

Parking & circulation improvements on Citrus Avenue	31.9%
Build more off street parking	20.8%
Clean up existing parking lots, streets and alleys	5.8%
Need store facade enhancements	17.6%
Need pedestrian amenities & right of way improvements	3.2%
Make Citrus Ave. into a Pedestrian Mall	3.2%
Need better variety of stores & eating establishments	10.9%
Expand existing uses & have more community development	.5%
Need better public transportation program	.7%
Need better security/police patrol	1.2%
Need homeless shelter	.7%
Have a more aggressive city promotional program	1.2%
Restrict/limit commercial development	.9%
Include bike lanes	.2%
Overall design of downtown needs changing	1.4%

**10. Are you aware of the City's current plans to enhance the downtown?**

YES	31.2%
NO	68.8%

**COMMUNITY SERVICES AND FACILITIES**

**11. Do you think any of the following services and facilities should be increased or improved? Please rate these on a scale from "no improvement needed" to "much improvement needed."**

	DONT KNOW	NO IMPROVE- MENT NEEDED	SOME IMPROVE- MENT NEEDED	MUCH IMPROV. NEEDED
a. Street cleaning	8.7%	40.6%	33.9%	16.8%
b. Street repair/maintenance	4.2%	19.6%	45.2%	31.1%
c. Landscaping in street medians	4.9%	41.0%	38.4%	15.6%
d. Storm drainage	22.5%	38.6%	28.1%	10.8%
e. Sewage disposal	31.1%	45.6%	17.4%	5.9%
f. Street lights	7.4%	49.5%	29.9%	13.2%
g. Police	11.1%	52.3%	22.5%	14.1%
h. Fire	17.4%	56.9%	17.8%	7.9%
i. Parks & open space	6.9%	40.6%	37.6%	14.9%
j. Recreation & cultural programs & activities for adults	16.4%	43.1%	30.6%	9.9%
k. Recreation programs & activities for kids	22.8%	34.4%	31.1%	11.6%
l. Schools	21.5%	31.0%	31.7%	15.8%
m. Libraries	13.9%	48.9%	26.2%	11.0%
n. Programs for senior citizens	39.7%	32.6%	21.2%	6.5%
o. Child care	40.6%	22.1%	23.4%	13.9%
p. Entertainment	14.3%	34.2%	35.2%	16.3%
q. Covina shopping areas	6.8%	28.7%	36.5%	28.0%
r. Area public transit	12.9%	22.6%	37.9%	26.6%
s. City transit programs	37.7%	19.9%	23.2%	19.2%
t. Other (please specify)				

(Some or Much Improvement Needed for all responses)

Traffic Control	52.2%
Parking Problem	4.3%
Recycling Program	6.5%
Water Quality	4.3%
A better garbage collection system	4.3%
Shelter for homeless	2.2%
Incorporate County Areas	2.2%
Bike Trail	6.5%
Public Landscaping and Cleaning	17.4%

TRANSPORTATION

12. A number of ways to reduce traffic congestion are listed below. On a scale from 1 to 3, with 1 being "not very effective" and 3 being "very effective," how would you rate the following traffic reduction measures?

	<u>DON'T KNOW</u>	<u>NOT VERY EFFECTIVE</u>	<u>MODERATELY EFFECTIVE</u>	<u>VERY EFFECTIVE</u>
a. Increase bus transit	23.4%	30.6%	28.9%	17.2%
b. Increase shuttle and van services	21.4%	15.6%	33.7%	29.3%
c. Increase car or van pools	20.5%	29.2%	32.6%	17.7%
d. Improve City streets	12.2%	19.4%	35.4%	33.0%
e. Establish commuter rail system on existing railroad tracks	25.6%	20.7%	14.4%	39.3%
f. Limit development	13.4%	18.4%	27.1%	41.1%
g. Flexible work hours for employees	18.9%	16.5%	25.6%	38.9%
h. Other (please specify) _____				

(Moderately to Very Effective for all responses)

Use of cabs	23.5%
Better use of traffic lights (synchronized)	29.4%
Stop high density building	5.9%
Enforce traffic laws	8.8%
Encourage truck deliveries at night	14.7%
Flexible school hours to lessen traffic in the a.m.	17.6%

13. Approximately how often do you use each of the following?

	<u>NEVER</u>	<u>SELDOM</u>	<u>MONTHLY</u>	<u>WEEKLY</u>	<u>DAILY</u>
a. Car	2.8%	2.1%	.7%	3.2%	91.2%
b. Bus	81.5%	12.3%	2.3%	1.0%	3.0%
c. Shuttle and van service	86.5%	11.8%	.7%	.7%	.3%
d. Car or vanpool	78.2%	13.1%	3.0%	2.0%	3.7%
e. Flexible work hours	68.3%	6.8%	4.3%	4.6%	16.0%
f. Other (please specify) _____					

(Weekly or Daily for all responses)

walk	42.1%
cab	15.8%
bike	42.1%

14. How often would you be willing to use any of the following, on a scale from "never" to "often"?

	<u>DON'T KNOW</u>	<u>ALREADY USE</u>	<u>NEVER</u>	<u>SOMETIMES</u>	<u>OFTEN</u>
a. Bus	14.1%	2.6%	40.5%	34.2%	8.6%
b. Shuttle & van service	15.1%	1.6%	36.3%	35.9%	10.8%
c. Car or van pool	15.6%	3.4%	44.7%	25.4%	10.8%
d. Flexible work hours	16.8%	9.0%	30.8%	14.7%	28.7%
e. Other (please specify)					

(Sometimes or Often for all responses)

Cab	57.1%
Rail transit on existing routes	14.3%
Bicycle	14.3%
Walk	14.3%

HOUSING

15. A number of ways to improve housing opportunities for low and moderate income residents and senior citizens in Covina have been proposed. Which of the following would you support on a scale from "would not support" to "strongly support."

	<u>DON'T KNOW</u>	<u>WOULD NOT SUPPORT</u>	<u>MODERATELY SUPPORT</u>	<u>STRONGLY SUPPORT</u>
a. Require that projects include a percentage of affordable housing	8.2%	28.5%	33.1%	30.2%
b. Permit more units to be built on lots zoned for apartments or condos if a percentage of affordable units is included	5.7%	63.7%	17.7%	13.0%
c. Encourage more renter-occupied housing to be built throughout City	8.0%	63.1%	18.8%	11.8%
d. Encourage second units on single-family lots	7.3%	58.8%	21.8%	12.1%
e. Encourage affordable senior-citizen only housing	5.4%	13.3%	35.8%	45.6%
f. Expand housing subsidy programs for seniors and low-income households	6.0%	28.5%	35.8%	29.7%
g. Expand programs to conserve and rehabilitate existing housing	5.8%	7.8%	38.6%	47.7%
h. Encourage prefabricated housing	14.2%	52.5%	20.2%	13.1%
i. Other (please specify)				

(Moderately or Strongly Support for all responses)

Affordable Housing	58.1%
No more low cost housing	25.8%
More HUD housing programs	9.7%
Better balance of different types of housing	6.5%

16. On a scale from 1 to 3, to what extent do you feel the following housing types should be built in Covina over the next 25 years?

	DON'T KNOW	NONE NEEDED	SOME NEEDED	MANY NEEDED
a. Single-family detached units	4.6%	14.1%	43.1%	38.2%
b. Condominiums and townhouses	4.4%	39.9%	47.3%	8.4%
c. Apartments	5.4%	59.7%	28.5%	6.4%
d. Mobilehome parks	8.3%	59.7%	26.7%	5.3%
e. Second units on single-family lots	7.5%	55.6%	25.8%	11.2%
f. Other (please specify) _____				

(Some or Many Needed for all responses)

More HUD Housing	50.0%
Senior citizen housing exclusively	33.3%
Lower income housing for first time home owners	5.6%
Let property owners maximize densities	11.1%

17. What do you think the City should do with its relatively high percentage of medium to high density developments (i.e., apartments, condominiums and townhouses?)

a. Nothing - allow development to continue at current pace.	13.8%
b. Reduce slightly the number of units that can be constructed on lots zoned for apartments, condominiums, etc.	21.7%
c. Reduce greatly the number of units that can be constructed on lots zoned for apartments, condominiums, etc.	62.2%
d. Other (please specify) _____	
Get rid of them	.7%
Stop all future high density building	1.3%
Take each one on its own merits (get rid of some and keep others)	.3%

BACKGROUND INFORMATION

18. HOW LONG HAVE YOU LIVED IN COVINA?

a. 0 - 5 years	21.6%
b. 6 - 10 years	13.3%
c. 11 - 20 years	21.6%
d. 21 - 30 years	23.1%
e. 31 + years	20.4%

**19. What type of home do you live in?**

a.	Single-family detached	80.2%
b.	Condominium or townhouse	5.6%
c.	Apartment	10.8%
d.	Unit in back of single-family detached house	.6%
e.	Mobile home	2.8%

**20. Do you own your place of residence?**

a.	YES	85.3%
b.	NO	14.7%

**21. If you were to move today, would you prefer to stay in Covina?**

a.	YES	51.1%
b.	NO	17.9%
c.	NOT SURE	31.0%

**22. If you are a County resident (i.e., your address is either 5 digits or in the 3000's or 4000's), do you think you and your property would benefit from being annexed into the City of Covina?**

a.	YES	12.2%
b.	NO	7.9%
c.	NOT SURE	13.3%
d.	N/A (Currently city resident)	66.5%

22-1. If yes, How? \_\_\_\_\_

Better overall services (excluding road maintenance)	68.4%
Better road maintenance	26.3%
Better City regulations	5.3%

22-2. If no, why not? \_\_\_\_\_

Higher taxes	45.7%
Don't want to pay for city projects	11.4%
Don't want any zone changes	11.4%
All needs are currently being met	22.9%
Don't want certain city restrictions	8.6%

**23. Do you think the City should encourage the annexation of unincorporated county areas?**

a.	YES	49.7%
b.	NO	14.3%
c.	NOT SURE	36.0%

**24. Do you think the City should adopt an ordinance to encourage reasonable maintenance of private property? (The ordinance would, among other things, discourage messy front yards and the storage of inoperable vehicles in areas visible to the public.)**

a. YES	90.7%
b. NO	6.2%
c. NOT SURE	3.1%

**25. What is your employment status?**

a. Employed (full- or part-time)	70.5%
b. Unemployed	1.6%
c. Student and employed	2.5%
d. Retired	20.2%
e. Semi-retired	5.0%
f. Disabled	.3%

25-1. If employed full- or part-time:

25-1a. In what city or community do you work?

Covina	25.4%
San Gabriel Valley (other than Covina)	46.8%
Inland Empire	1.2%
Orange County	6.0%
South Bay	.4%
Los Angeles area (central & western)	16.9%
San Fernando Valley	2.0%
Long Beach area	1.2%

25-2b. How do you get there?

Car	91.3%
Walk	2.1%
Carpool	1.7%
Bus	4.6%
Cab	.4%

Thank you for taking the time to complete the questionnaire. Your answers will provide City officials with important information that will be considered in making decisions about Covina's future physical development. Feel free to use the space below to make any additional comments about Covina or about the questionnaire.

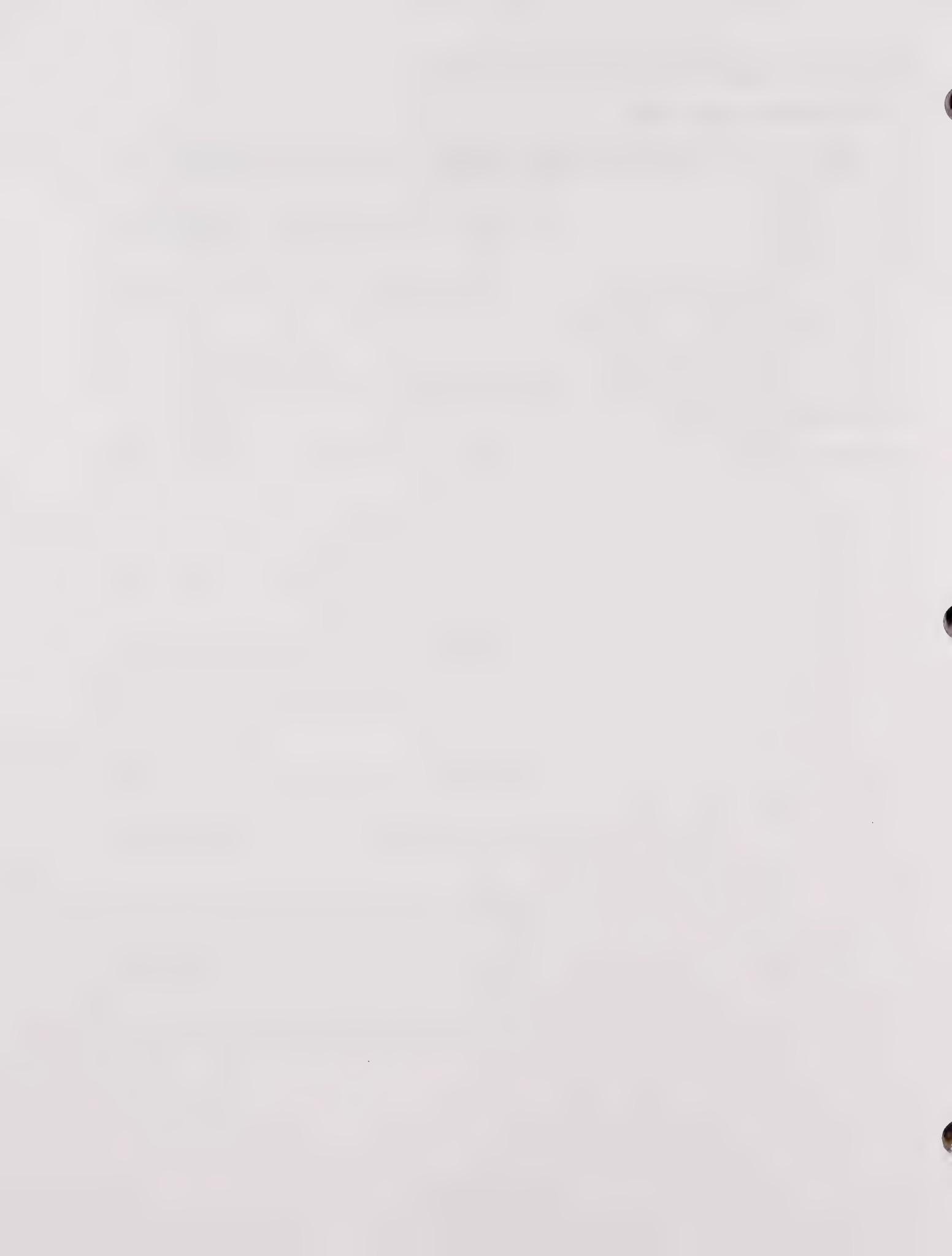
The following weaknesses and general points about the City were identified:

	%
1. Too much development/too much traffic/too many people	16.8%
2. Need improvement to and/or better maintenance of infrastructure or public places/facilities.	5.6%

3. Quality of development in many areas poor/appearance of community declining.	2.4%
4. Condition of various private properties poor/property maintenance ordinance needed.	4.8%
5. Encourage moderate growth/maintain development status quo.	.4%
6. Need more parks/open space.	2.8%
7. Need strict/better enforcement of building, planning noise and/or traffic codes.	11.2%
8. City services/programs need improvement and/or expansion.	10.4%
9. More county territories should be annexed.	1.6%
10. County areas should remain unincorporated.	1.2%
11. Retain and/or restore old, historical buildings citywide.	1.6%
12. Friendly/small town atmosphere being eroded/need to reemphasize civic pride and/or citizen participation.	2.8%
13. Increasing crime/gangs/drugs is a problem.	9.2%
14. Housing costs to high.	.8%
15. Overnight parking prohibition in multiple-family areas should end.	2.8%
16. Need to encourage retention of jobs/businesses/economic activity in Covina.	2.4%
17. Downtown needs vitality/pedestrian enticing businesses and improvements (aesthetics, circulation and parking).	4.4%
18. City should encourage conversion of rail line to public transit system.	.8%
19. City leadership unresponsive to residents'/community's needs; City needs to be more progressive.	3.2%
20. City staff not helpful.	1.2%

**The following strengths about Covina were identified:**

21. City has good name/good image.	2.0%
22. Small town atmosphere/friendly people/quiet residential community.	2.8%
23. City is clean.	.8%
24. City is safe.	.8%
25. Services and/or programs are good.	1.6%
26. Nice/quaint downtown.	.4%
27. Civic pride/community involvement.	.4%
28. Responsive City leadership.	1.2%
29. Helpful City Staff.	3.6%



# GENERAL PLAN QUESTIONS AND ANSWERS



## CITY OF COVINA PUBLIC FORUMS ON GENERAL PLAN UPDATE

MAY 22 AND JUNE 12, 1989, 7:30 P.M.

JOSLYN SENIOR CITIZENS CENTER  
815 N. BARRANCA AVE., COVINA

### 1. What is the General Plan?

The General Plan is a document that will guide Covina's growth and development over the next 20-25 years. The general Plan, which is adopted by the City Council, covers many topics such as spatial distribution of land uses, major public facilities and widths of future streets.

### 2. Why is Covina updating its General Plan and what is my role in the process?

Covina's current General Plan was adopted in 1971. We are revising it in recognition of the changes that have occurred in the community and to better guide and regulate future Growth. Citizen participation is an important part of the General Plan update process because the Plan's goals, policies, programs and standards are based on community values and needs. City officials believe that public forums will provide you with good opportunities for being heard.

### **3. What is the purpose of the public forums and what is expected of me at the meetings?**

The purpose of the forums is for you to identify major community issues and areas of concern and to state what changes or improvements you would like to see. We're interested in hearing all views. The more views and opinions you express, the more representative of community sentiment the General Plan will be. So don't be afraid to speak up! We want the meetings to be interesting and stimulating. Whenever possible, we'll assist you in reaching consensuses on the issues that are discussed.

### **4. What will become of the views that are expressed and what additional participation opportunities will I have?**

The City Council will consider your views and opinions, along with those of the City Staff, Planning Commission and other interested citizens, in writing the General Plan's goals, objectives and policies. Because of divergent views compromises will have to be made. The views expressed at the public forums will be listed in the General Plan Background Report. There will be meetings to discuss the report and alternative development scenarios plus City Council and Planning Commission public hearings on the Draft General Plan. The meetings and public hearings will be advertised in the Highlander, at City Hall and at the Covina Library. Feel free to notify staff or sign the mailing list if you would like to be informed of future participation opportunities.

**Remember...only with your input can tomorrow's Covina be properly shaped today.**



# C I T Y   O F   C O V I N A

125 East College Street • Covina, California 91723-2199 • (818) 331-0111

Handout No. 2

## QUESTIONS FOR DISCUSSION

### COVINA GENERAL PLAN UPDATE PUBLIC FORUMS

MAY 22 AND JUNE 12, 1989, 7:30 P.M.

JOSLYN SENIOR CITIZENS CENTER

815 NORTH BARRANCA AVENUE, COVINA

#### I. HOUSING

1. How much more housing does the City want or need? Over the last eight (8) years we have provided 1,663 new housing units (approximately 200/year). The Southern California association of Governments with City concurrence has established 976 dwelling units as the City's share of regional housing needed over the next five (5) years. Is this too much, too little, or just enough?
2. What type of new housing do we want or need? Should we encourage single-family detached houses, condominiums/townhouses, apartments, mobilehomes, group quarters or other types of housing? Are the housing types that are sought consistent with Covina's current and future "residential image." Where should new housing be directed? Should we seek to preserve old houses in areas such as the downtown?
3. How much more "affordable" housing and senior citizen housing is needed? Where should it be located? Also, how does the City feel about second units on single-family lots, factory-built housing and density bonus provisions as a means of providing affordable housing?
4. In prioritizing the City's housing programs, which segment deserves the greatest assistance? Which segment is next? Also, what is the most effective way to assist in the repair of substandard units? Should we continue to assist low income homeowners in maintenance expenses? Should we acquire rundown apartments, restore them and convert them to senior citizen use?

## II. LAND USE AND COMMUNITY DESIGN

1. How much more non-residential growth does the City want? What type? Where should it be directed? What form or pattern should the growth take? How should projects be developed in terms of standards and design? Are any new public buildings or public facilities needed?
2. Are there any particular types of commercial or industrial developments the City would like to encourage or discourage Citywide and in particular areas such as the downtown? If so, why? (e.g., for reasons pertaining to raising/generating revenue, creating jobs for local residents, providing less services, or what?)
3. What do we want the City to look like in 2010 as a whole and regarding specific areas, including the downtown? Also, what type of future images or identities in Covina would we like to see realized?
4. What is the existing and future role of the downtown? Also, what type of development should the City anticipate in the downtown area along Citrus Avenue, near Second Avenue and by the railroad tracks?

## III. CIRCULATION, OPEN SPACE & NOISE

1. Are there specific areas where new, widened or improved streets are needed? Or, are there areas that now have traffic, circulation or related problems? What are the best ways of dealing with parking and circulation problems in the downtown?
2. Are any changes needed in existing City transportation programs (e.g., dial-a-ride) or rapid transit systems (i.e., RTD or Foothill Transit Zone)?
3. Should more parks and recreational facilities such as bike routes be developed? If so, what type, where and how should they be financed? Also, does the City need open space for areas of major scenic, historic or cultural value?
4. Are there any areas, streets or properties in the City that are particularly noisy? What is the best way of dealing with noisy commercial or industrial uses that border on residential properties?

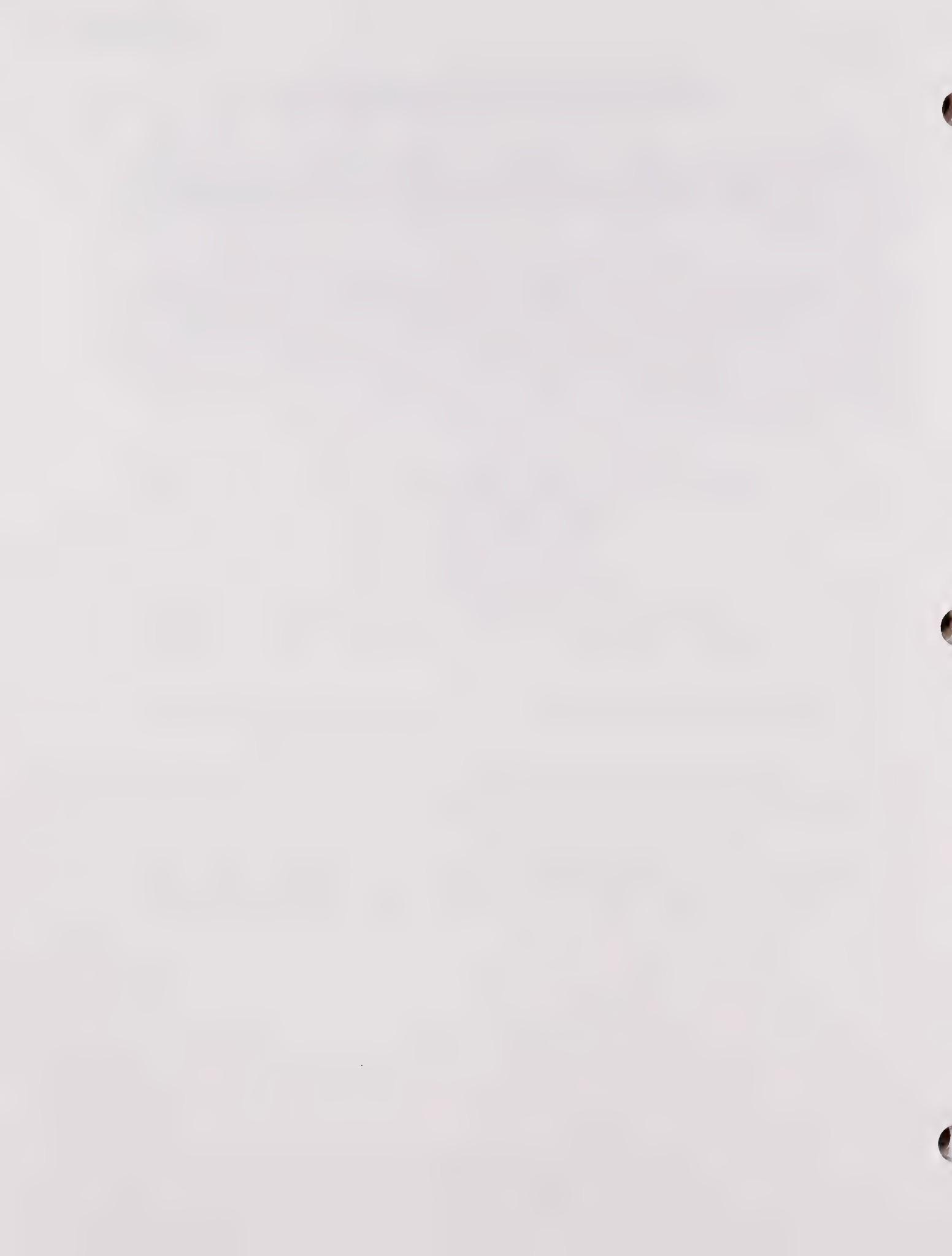
TRANSCRIPT OF CABLE TELEVISION COMMERCIAL  
FOR COVINA GENERAL PLAN UPDATE PUBLIC FORUMS

A 30-second commercial on the second General Plan Update Public Forum aired on the local public information cable TV channel the week of and week before the June 12, 1989 meeting. In the commercial, different buildings and areas of Covina were shown as an announcer read the following message:

"Attention Covina residents! Do you like the development and changes that have occurred in Covina? Have you ever wanted to tell the City about the type of community you want to live in? Your chance is coming up. Covina is revising the City's General Plan. There will be a public forum in the Joslyn Senior Center on Monday, June 12th at 7:30 p.m., which will allow you to tell the City about what issues you feel are important. If you have any questions, contact the Planning Division at 331-0111."

At the end of the commercial, the following was illustrated on the screen:

City of Covina's  
General Plan Meeting  
Joslyn Senior Center  
815 N. Barranca Avenue  
June 12th 7:30 p.m.  
Info: 331-0111 ex. 231



San Gabriel Valley Tribune, April 13, 1993

*Covina*

**Public hearing to focus  
on housing needs**

The first in a series of public hearings to consider the city's housing needs will be held 7:30 p.m., today at City Hall, 125 E. College St.

The hearing is expected to focus on those sections of the city's housing plans which cover background information, existing housing stock and condition, community characteristics and trends, household characteristics and analysis of potential housing sites for all income levels.

The housing element is a blueprint for how local governments meet their fair share of the region's affordable housing needs, as determined by the Southern California Association of Governments.

Cities are required to submit housing elements to the state every five years. The last time Covina submitted the document was in 1984.

Covina's future housing needs are estimated at 150 for very low income households, 191 for low income, 173 for moderate income and 462 for upper income.

However, the city's proposal only provides for 385 units — 197 for moderate income households and 188 for upper income.

According to the state housing element law, if the objectives fall below the regional housing needs assessment, then the city must identify sites in which the needed units could be built.

CITY OF  
**COVINA**

PARKS AND RECREATION DEPARTMENT GUIDE  
and

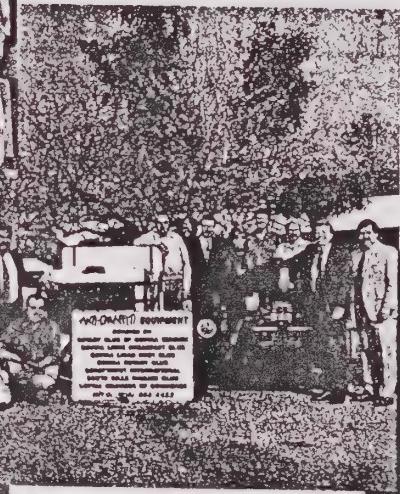
**CITY VIEW City Newsletter**

Spring 1993



Police

In Covina  
Volunteers Make A Difference!



Chamber of Commerce  
&  
Service Clubs



Parks and Recreation



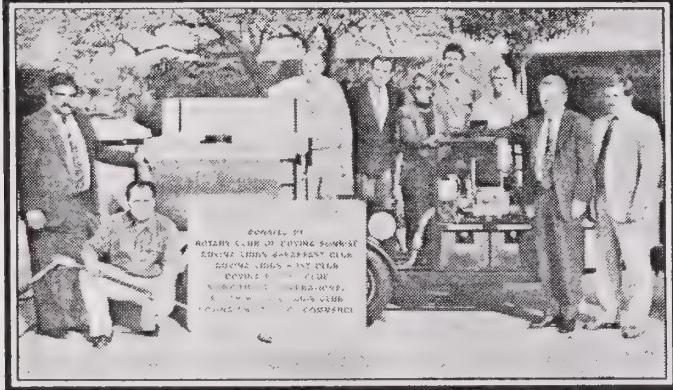
Library



Inside: City View - City Newsletter  
Salute to Volunteers  
Park Master Planning Begins  
Celebrate Covina April 1-4



# CITY VIEW



Proudly showing off the new anti-graffiti equipment are (l to r) Dan Alvarez of the Covina Police Dept., Frank Sergi, President-Elect of Covina Rotary and Anti-Graffiti Committee Chair, Tex Williams, President of South Hills Kiwanis, Al Marino, President of the Rotary Club of Covina Sunrise, DD Everson, President of Soroptimist, Dave McGhee, President of Covina Host Lions, Pete Hagen of the Covina Lions Breakfast Club, Bob Mason, Chamber President, and Bob Remy, Chamber Vice-President.

## Covina Declares War On Graffiti

With the growing concern over criminal and gang activity, Covina Chamber of Commerce President Frank Sergi called a summit meeting of civic leaders, senior club representatives and local government representatives. Many of those present expressed concern that our community was not prepared to deal with the growing problems. A subcommittee was formed which recommended the creation of a donation fund which would financially support the purchase of a high pressure water/sand blasting unit to remove graffiti from non-painted surfaces.

Covina Rotary, Sunrise, Covina Rotary, Covina Host Lions, Covina Breakfast Lions, Soroptimist International and South Hills Kiwanis, all local service clubs, responded enthusiastically contributing \$10,500 to purchase the equipment, which has been delivered and is now in operation. Additionally, The Covina Rotary Club donated \$3,000 to begin a program of hiring developmentally disabled persons to supplement the removal effort.

The combined efforts of the Volunteers in Police, who currently paint over graffiti, and the new removal equipment will keep up the fight in the war on graffiti.

## Covina To Lose Additional Revenue If Governor's Proposed Budget Enacted

In mid January, Governor Pete Wilson, submitted his proposed 1993-94 budget to the State Legislature. According to state and local sources, the proposal contains a provision whereby Covina will lose property tax revenue. The new proposal, added to what has already been taken away, brings the total loss potential up to \$1.4 million in property tax. These funds will be used by the State to balance its own budget. Unfortunately, this balancing act will be at the expense of the City's capability to finance such programs as police, fire, library and recreation services. The State says the cities can offset this loss of revenue by establishing new taxes. We all know how difficult that can be.

In fiscal year 1992-93, the City was faced with a \$2.3 million budget deficit. This shortage was created principally by actions taken over a period of several years by State, Federal and County governments. Funds have been taken away, while at the same time responsibility for programs has been shifted to local governments with no provisions made for related expenditures. These accumulated actions account for approximately \$2 million. On the State level, this has been a continuing pattern since 1985.

In order to overcome these funding problems, the City has had great difficulty balancing its budget. The City Council has had to take significant and prompt action to assure continuance of essential services. The Governor's proposed State budget could create a City budget deficit of as much as \$3.7 million for the 1993-94 fiscal year. These preliminary figures are, hopefully, on the high side, and no doubt subject to major changes. We will keep you informed as information becomes available and report to you in an upcoming newsletter. The 93-94 fiscal year begins July 1, and the City is in the process of developing the budget. The City Council is holding meetings regarding service levels and funding issues. In follow up to concerns expressed at neighborhood meetings, the Council held a special meeting to consider the future of the Trolley Bus service, shifting its current Prop C funding to street maintenance projects which qualify. These and other budget issues will be discussed in the next few months. Please contact Covina City Hall at 858-7212 for meeting schedules.

# **City Streets**

The City of Covina is about to begin a cycle of testing and paving to try to catch up with maintenance of city streets deferred because of lack of funds. The City has contracted with the firm of LaBelle-Marvin, a pavement engineering firm, to perform non-destructive testing and evaluation of the major streets within the City. LaBelle-Marvin has updated a study performed in 1977 to provide recommendations for repair which show the most economical measures necessary to lengthen the pavement life of our streets. The testing was performed by a "Road-Rater" mounted on a trailer pulled by a one and a half ton pickup truck. The trailer stopped in traffic at pre-designated spots and tested the pavement at that spot. You may have seen a pickup truck and trailer with flashing lights and signs, this was the Road-Rater. The data gained by the testing was evaluated against the 1977 data and from the results produced a Pavement Management System (PMS) mandated by state law in Prop 111.

As repairs to City streets are made, the PMS will be updated to keep it current. The study was paid for by the use of voter approved Proposition "C" funds which also mandated the study. No proposition "C" or Proposition 111 funds may be spent on City streets until the City can certify that a PMS is in place.

The study recommended that a combination of Asphalt and paving fabric be used. The fabric is made of polyester and is needle punched to allow passage of liquid asphalt. The combination of the fabric and asphalt has been shown to hold together pavements which are in a very poor condition. Before the street is paved the lanes alongside of concrete gutters and curbs are ground so that the final paving is at the same level as the existing ground. The whole street is sprayed with liquid asphalt, the fabric rolled on and the whole street capped with asphalt. The results of this method is shown on Citrus Avenue from Workman to Badillo which was completed March 1992.

Another paving system recommended by the study is rubberized asphalt. Tests have shown that when hot asphalt is mixed with ground rubber, a superior product is produced which will perform as well as the fabric-asphalt combination. The rubberized asphalt is said to have a longer useful life than asphalt alone. This system has the advantage of being ecologically proper in that it makes use of discarded automobile tires. As with all good things, there is a disadvantage. The rubberized asphalt is more costly, and for that reason contracts are usually bid with rubberized asphalt as an alternative to the fabric-asphalt combination. In this way a more competitive bid may be received.

## **Water News**

"It never rains in California, but boy they don't warn you..." So far, we have had a great rain year, over 21 inches by the middle of January. As plentiful as the rainfall has been, we must all continue to do our best to conserve. We have had several years of drought, and prior to our rains this year, California's reservoirs were at a 100 year low. It will take three to five years of above-average rain/snowfall (approximately 19 inches/year) in order to replenish our water reserves, so your conservation efforts are still needed and appreciated.

Last year congress enacted Federal Legislation requiring testing for copper and lead in drinking water. The environmental Protection Agency (EPA) is spearheading the program and establishing the criteria. We recently mailed letters to all of our customers who met the EPA criteria requesting their assistance as volunteers for this free customer test. We are pleased to say we had many volunteers, so we will be proceeding with testing. We know the water in our system meets all requirements and is safe; we want to ensure the water in your home is just as safe.



## **Take Part In Planning Covina's Future**

Would you like to have a say in the future development of Covina? If so, you will want to take part in the upcoming public hearings for Covina's revised General Plan. Meetings are scheduled to begin April 13 and will be an important component in the Planning Division's efforts to guide future growth. The General Plan is comprised of seven chapters covering land use, circulation, housing, open space, conservation, safety and noise. The April 13 meeting will deal with the housing element and begins at 7:30 p.m. in the City Council Chambers, 125 E. College Street.

If there are additional planning related matters that you would like to bring to the City's attention, or you would like to be placed on the General Plan public hearing mailing list, contact the Planning Division at (818) 858-7231, Monday-Thursday 8:00 a.m. - Noon and 1:00 p.m. - 5:00 p.m.



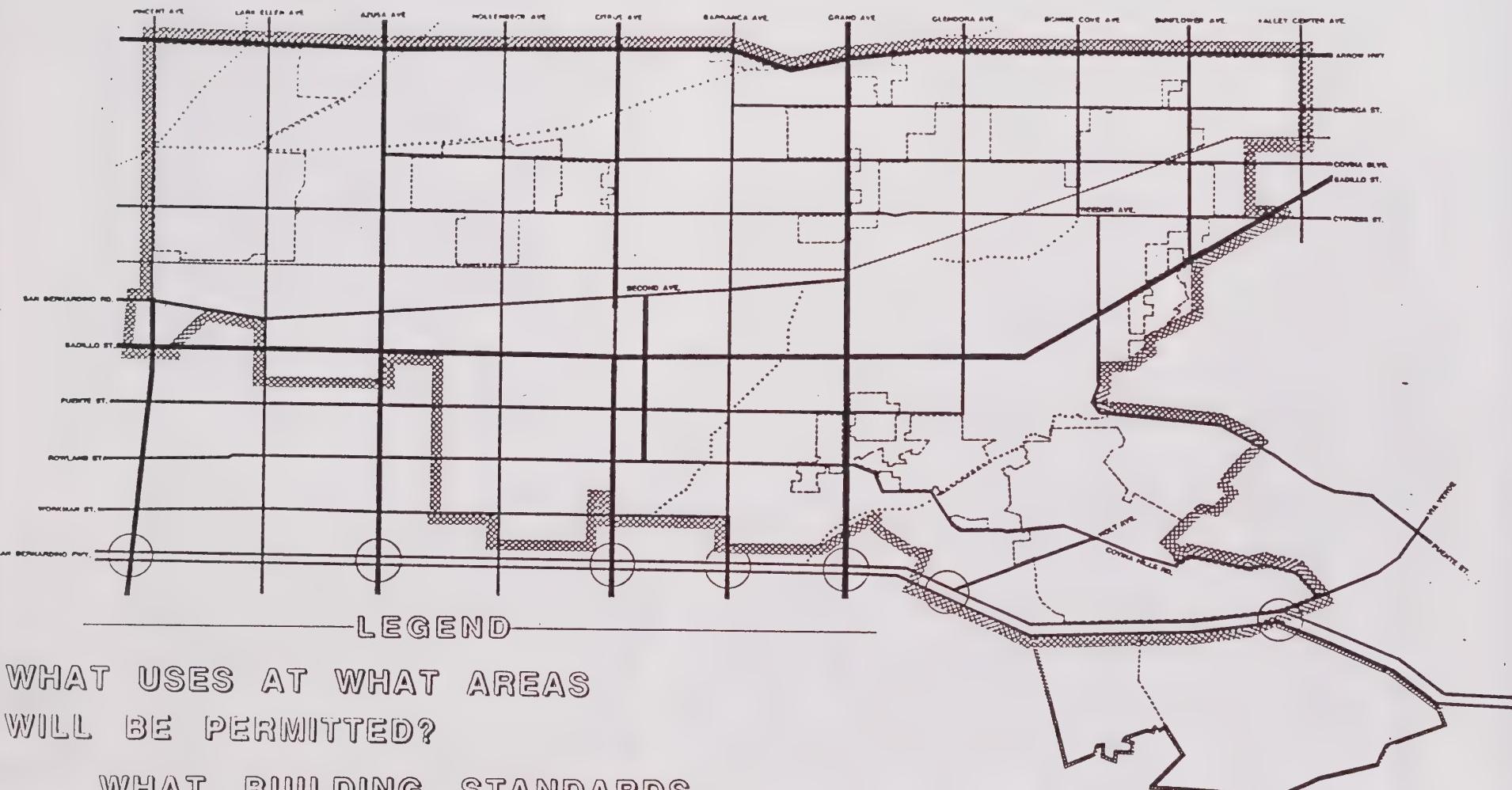
## **NOTICE ON COVINA GENERAL PLAN UPDATE**

### **ARE YOU INTERESTED IN COVINA'S FUTURE DEVELOPMENT?**

The Covina Community Development Department, Planning Division currently is updating the Covina General Plan, and any input you may have would be welcome. The General Plan is a document that serves as a guide and as a blueprint for the community's physical development over the next twenty years. For example, the Plan determines why shopping centers and apartments are built in some areas but not others and determines the reason behind a particular new condominium complex's number of units. Besides guiding the location and size of developments, the General Plan's goals, objectives, policies, and standards also shape building design and appearance, street widths, future park and public facility sites and features, plus other elements that compose Covina's urban structure. All planning-related decisions must conform to the General Plan, which is undergoing extensive revision to better guide future growth. Ultimately, all changes must be approved by the City Council.

As part of the citizen participation component of the General Plan update, the Planning staff already have received a great deal of information on community views and needs through questionnaires, public forums, press releases, a cable TV commercial, and general discussions at City Hall. However, if you have any additional matters that you would like to bring to the City's attention or if you would like to be placed on the General Plan public hearing mailing list, feel free to contact the Planning Division at (818) 858-7231 DURING NORMAL PUBLIC SERVICE HOURS. (For your information, the upcoming Planning Commission and City Council General Plan hearings will be advertised in the Covina-Highlander Press-Courier Newspaper and notices will be posted at City Hall and at the City Library.) Or, you may wish to give Planning a call simply to find out about the General Plan update process. Remember, if you have any questions or concerns about future Covina development or about the quality of life in the community, now is the time to inquire!

# COVINA GENERAL PLAN



## LEGEND

WHAT USES AT WHAT AREAS  
WILL BE PERMITTED?

WHAT BUILDING STANDARDS  
WILL BE ESTABLISHED?

### BOUNDARIES

- xxxxx PLANNING AREA
- CITY LIMITS
- ..... SHADDED STUDY AREA



CITY OF COVINA  
NOTICE OF PUBLIC FORUM ON GENERAL PLAN UPDATE

Persons, organizations and groups that are interested in shaping Covina's future physical development are invited to express their views on local planning issues, problems, goals and policies at one of two Public Forums. The Forums, which are being conducted by Covina staff planners, will provide City officials with needed public input that will be considered in writing Covina's new General Plan. The General Plan is a multi-faceted document that establishes a community's long-range (i.e., 15-20 years into future) development patterns and building standards. Covina is now thoroughly revising its General Plan primarily to better guide and regulate future growth. Public views are an important part of the update process. So come on out and let City officials know what you think the Covina of the 21st Century should look like. All views are welcome.

The Forums will be held on Monday, May 22, 1989 at 7:30 P.M. and Monday, June 12, 1989 at 7:30 P.M., in the auditorium of the Joslyn Senior Citizens' Center, 815 North Barranca Avenue, Covina.

Further information may be obtained from the Covina Planning staff at (818) 331-0111, extension 231, between 8:00 A. M. and 12:00 P.M.



# CITY OF COVINA

125 East College Street • Covina, California 91723-2199 • (818) 331-0111

April 25, 1989

Ms. Lynn Schnier  
Highlander Publications  
19331 East Walnut Drive North  
City of Industry, Ca. 91748

Subject: Press Release on Public Forums for  
Covina General Plan Update

Dear Ms. Schnier:

The City of Covina requests that the attached press release be published in the Covina area Press-Courier Highlander in either the May 10 or May 17, 1989 edition. Publishing the press release or including it in an article will be of interest to your readers and facilitate maximum citizen participation at the upcoming public forums.

Thank you for your assistance. If you have any questions about this request or if you are interested in preparing an article on the subject, feel free to contact either myself or Hal Ledford, City Planner, at (818) 331-0111, extension 231. Please let us know if and when the press release is published.

Sincerely,

MICHAEL A. MARQUEZ  
Community Development Director

*Alan R. Carter*

ALAN R. CARTER  
Assistant Planner

ARC:mrw

CC: Michael A. Marquez, Community Development Director  
Hal B. Ledford, City Planner  
Shelby McDade, Assistant Planner



# CITY OF COVINA

125 East College Street • Covina, California 91723-2199 • (818) 331-0111

April 25, 1989

Mr. Lee Garber  
San Gabriel Valley Daily Tribune  
P.O. Box 1259  
Covina, Ca. 91722

Subject: Press Release on Public Forums for  
Covina General Plan Update

Dear Mr. Garber:

The City of Covina requests that the attached press release be published in the Tribune between May 8 and May 19, 1989. Publishing the press release or including it in an article will be of interest to your readers and facilitate maximum citizen participation at the upcoming public forums.

Thank you for your assistance. If you have any questions about this request or if you are interested in preparing an article on the subject, feel free to contact either myself or Hal Ledford, City Planner, at (818) 331-0111, extension 231. Please let us know if and when the press release is published.

Sincerely,

MICHAEL A. MARQUEZ  
Community Development Director

*Alan R. Carter*

ALAN R. CARTER  
Assistant Planner

ARC:mrw

CC: Michael A. Marquez, Community Development Director  
Hal B. Ledford, City Planner  
Shelby McDade, Assistant Planner

PRESS RELEASE ON  
COVINA GENERAL PLAN UPDATE PUBLIC FORUMS

Urban planning is the process of making decisions about future physical development. These decisions are usually made by City planners and elected officials based on various data and citizen input. In the General Plan update process, City officials are now deciding what the Covina of 2010 should look like. All cities are required to prepare, implement and periodically revise a General Plan, which serves as a long-term guide for physical development and building standards. The General Plan is comprised of various data, goals, policies, standards and programs, and it covers many aspects of a jurisdiction's development.

Covina planners are revising the City's General Plan to better guide and regulate development over the next twenty years. Should more retail centers be developed? If so, what type and where? How much more residential development is desired? Does Covina need additional parks or drainage facilities? Should future roadways be wider? These are a few of the questions City officials are now addressing. Because citizen participation is an important part of a General Plan update, Covina planners will conduct two Public Forums, where any citizen, group or organization can come and express their views on future growth and revitalization. All interested persons are encouraged to attend. Only with good citizen participation can the Covina of tomorrow be properly shaped today.

The Public Forums will be held on Monday, May 22, 1989 at 7:30 P.M. and Monday, June 12, 1989 at 7:30 P.M., in the auditorium of the Joslyn Senior Citizens' Center, 815 North Barranca Avenue, Covina.

Additional information may be obtained from the Covina Planning staff at (818) 331-0111, extension 231, between 8:00 A. M. and 12:00 P.M.

Questions For Housing Advisory (HCDA)  
Committee

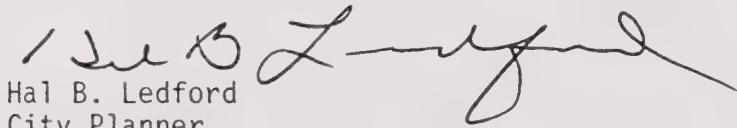
APPENDIX K

CITY OF COVINA  
INTER OFFICE MEMORANDUM

TO: H.C.D.A. ADVISORY COMMITTEE  
FROM: CITY PLANNER  
DATE: MAY 3, 1989  
SUBJECT: UPDATE OF THE COVINA GENERAL PLAN HOUSING ELEMENT

The City is undertaking a comprehensive update of the Covina General Plan. The General Plan serves as the "constitution" for local development. It will guide development over the next 15 - 20 years. The plan contains chapters called elements which address land use, circulation, housing, seismic safety, and other major areas of community interest. We would like to ask the H.C.D.A. Advisory Committee a number of questions concerning housing issues. Your responses will be used to help us develop prospective goals, policies and objectives for housing the community. These will ultimately be presented to the City Council for final consideration.

For your meeting in May we hope that the attached list of questions will stimulate an open discussion and the presentation of a variety of ideas. Staff will then prepare a written summary of the discussion. Next month we anticipate your review of the summary and final refinement of your recommendations.

  
Hal B. Ledford  
City Planner

HL:jr

CC: Mike Marquez, Community Development Director  
Clyde Hasemeyer, H.C.D.A. Coordinator

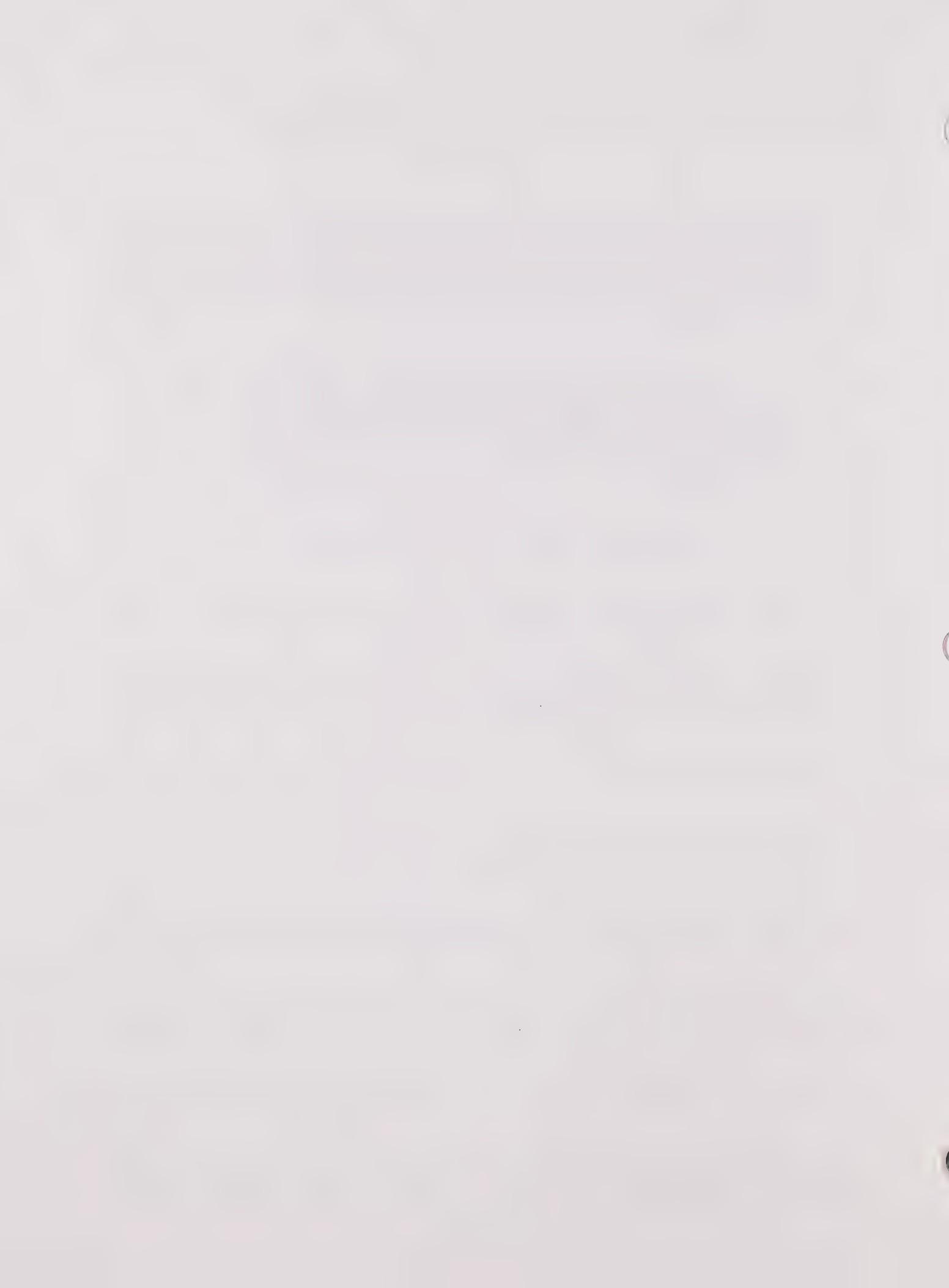
Attachment

H.C.D.A. ADVISORY COMMITTEE  
COVINA GENERAL PLAN UPDATE QUESTIONS

MAY 10, 1989

1. How much more housing does the City want or need? Over the last eight (8) years we have provided 1,663 new housing units (approximately 200/year). The Southern California Association of Governments with City concurrence has established 976 dwelling units as the City's share of regional housing needed over the next five (5) years. Is this too much, too little, or just enough?
2. What type of housing should we encourage? Should we encourage single family residences, condominiums, apartments, mobilehomes, group quarters, or other types of housing?
3. Where should new housing be directed? Do we want to encourage replacement of older homes with apartments in the downtown area? Do we want apartments on vacant sites on major streets?
4. Given the City's financial situation and need for revenues, how do we balance the desire for commercial development with the need for housing?
5. What is the City's current "residential image" and what type of future image does the City want to project in terms of its housing? Is there any particular residential character sought for the downtown?
6. How much more "affordable" housing and senior citizen housing is needed? Where should it be located? Also, how does the City feel about second units on single-family lots, factory-built housing and density bonus provisions as a means of providing affordable housing?
7. What is the best way to deal with incoming poor households (and perhaps the homeless) who seek housing in Covina?
8. Should the City enact rent control for mobilehome parks or apartments as a means of keeping housing affordable? Should we limit the conversion of existing mobilehome parks to other uses?
9. Should the City reduce development requirements in exchange for the provision of affordable housing? For example, we could allow greater density and smaller unit sizes in exchange for affordable housing.
10. The Covina Redevelopment Agency will have some funds to encourage affordable housing. How should they be spent? Should funds be directed toward new construction or maintenance of existing housing? Should the City purchase and develop housing or assist the private sector with subsidies?
11. In prioritizing our housing programs, which segment deserves the greatest assistance? Which segment is next?
12. What is the most effective way to assist in the repair of substandard units? Should we continue to assist low income homeowners in maintenance expenses? Should we acquire rundown apartments, restore them and convert them to senior citizen use?

**EXHIBITS HAVE BEEN OMITTED HERE  
(BECAUSE OF THE FOCUS OF THIS APPENDIX).**



CITY OF COVINA

INTER-OFFICE MEMORANDUM

March 3, 1989

TO: MEMBERS OF THE HOUSING SUBCOMMITTEE (COUNCILMEN MORGAN  
AND COFFEY, AND COMMISSIONERS ROGERS AND PITMAN)  
*a.c.*

FROM: ALAN CARTER, ASSISTANT PLANNER

SUBJECT: FIRST SUBCOMMITTEE MEETING

A meeting of the Subcommittee has been scheduled for March 9, 1989 at 7:30 P.M. in the Council Chamber.

The focus of the meeting will be the attached thirteen questions. Subcommittee members should attempt to answer as many questions as possible and focus only on the issues at hand. Also, each questions should be approached from a conceptual, rather than site-specific standpoint. (A few exceptions to this rule may be made.) Therefore, detailed land use and road maps have not been provided. Because site-specific land use and street studies will be necessary in subsequent General Plan activities, however, the Subcommittee should discuss how this material could most clearly be presented. (Staff has suggestions on presenting land use and circulation data.)

Subcommittee members should bring the recently distributed Covina Zoning Map to the meeting. For your convenience the current General Plan Land Use Map is enclosed.

COVINA GENERAL PLAN UPDATE COMMITTEE  
SUBCOMMITTEE ON HOUSING

The subcommittee should discuss and answer the following questions:

1. How much more housing does City want? (Or, what rate of housing growth should we provide? Less than before, about the same or more?) What type? Where? Who should it serve? When should it be built?
2. What should the City do about the proliferation of apartments, condominiums and townhouses, especially in the downtown? Should one type be promoted over the others? Are there certain areas that are more appropriate for any or all of the above three types of complexes?
3. Several areas near the downtown are zoned for multiple family use but are still overwhelmingly single family residential. Should these areas remain RD or be changed and rezoned to R-1? Examples are Fourth and Fifth Avenues and Valencia Place north of San Bernardino Road, College and Italia Streets east of the downtown and Puente Street east of Citrus Avenue. Options include ordinary R-1 zone, high density that encourages replacement of older houses with apartments or low/medium zoning that only allows one or two additional units to be constructed behind the main house.
4. Portions of the downtown, including Center and Dexter Streets, and parts of Puente and School Streets, are zoned RD-1250 and RD-1500. This permits a density of 30-35 units per acre. The highest density approved for new zoning in the last 3-4 years has been 20 units per acre. The better projects have all been under 20 units per acre. Should these areas be reduced in density? This would necessitate a scaling back of the General Plan and a reduction in zoning.
5. The General Plan shows approximately 160 acres of property for medium density residential use along the former Huntington Beach Freeway corridor. This property is developed and zoned R-1. Should this property be changed to low density residential? Approximately 170 acres of property are similarly designated and zoned in clusters of at least 10 acres scattered elsewhere through the community. How should they be treated?
6. The General Plan currently has three residential classifications, Low density (1-6 units/acre), Medium density (7-20 units/acre) and High density (21-40 units/acre). Should these categories be reduced as recently occurred in Baldwin Park? Should they be more finely tuned? For example, should a low-medium (6-12 units/acre) classification added for condominiums and small lot projects.
7. What is the City's current "residential image" and what type of future image does City want to project in terms of its housing? Is there any particular residential character sought for the downtown?

8. How much more "affordable" housing and senior citizen housing is needed? Where should it be located? How is it to be provided? What type should it be? Also, how does City feel about second units on single-family lots, factory-built housing and density bonus provisions as a means of providing affordable housing?
9. What is the best way to deal with incoming poor households (and perhaps the homeless) who seek housing in Covina?
10. Should the City devote more CRA monies to low and moderate income housing?
11. What strategy should the City follow?
  - A. Preserve and seek to rehabilitate older housing, especially buildings deemed suitable for low- and moderate income persons.
  - B. Encourage or allow for the rebuilding of older structures with new, modern housing complexes.
12. What is the most effective method of assisting in the repair of substandard housing units?
13. The City has many 100' x 300' residential lots dating from the 40's and 50's. Should development of these lots be encouraged with condominiums? Alternatively, should we permit 3-4 dwelling units (very low density) where the overall density matches surrounding levels?



CITY OF COVINA  
INTER-OFFICE MEMORANDUM

April 7, 1989

TO: DEPARTMENT AND DIVISION HEADS  
FROM: ALAN CARTER, ASSISTANT PLANNER  
SUBJECT: LISTING OF INFORMATION PLANNING NEEDS FOR  
GENERAL PLAN UPDATE

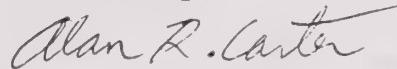
Pursuant to the Community Development Director's memorandum dated February 23, 1989 (see attached copy), the following correspondence discusses what information the Planning Division needs from you in order to update the Covina General Plan. The requested data is organized in a question and answer format on page 3. As mentioned in the previous memorandum, the staff needs this information to develop an adequate data base and to create viable City planning goals, policies and programs. Your cooperation is greatly needed.

Either myself or another planner will meet with you within the following four weeks to clarify some of the questions and to collect as much information as possible. Data that cannot be furnished at the meeting can, or course, be sent to Planning at a later date. I recommend looking over the questions before the meeting. You may wish to start answering some of the questions in advance in order to speed up the process.

You will receive a call within a few days from a Planning staff member who will arrange the necessary meeting.

Again, your cooperation in this matter would be most appreciated. If you have any questions, please contact me at extension 231.

Sincerely,



ALAN R. CARTER  
Assistant Planner

ARC:mrw

CC: Administration Building Community Resources Covina Redevelopment Agency Finance Fire H.C.D.A.	Police Public Works Transportation and Code Enforcement Officer Chamber of Commerce Historical Society
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Michael A. Marquez, Community Development Director  
Hal B. Ledford, City Planner

CITY OF COVINA  
INTER-OFFICE MEMORANDUM

February 23, 1989

TO: DEPARTMENT AND DIVISION HEADS  
FROM: MIKE MARQUEZ, COMMUNITY DEVELOPMENT DIRECTOR *MMR*  
SUBJECT: UPCOMING MEETINGS WITH PLANNING STAFF TO DISCUSS INFORMATION NEEDED FOR GENERAL PLAN UPDATE

The purpose of this memorandum is to inform you that in the coming weeks you will receive a call from a member of the Planning Division who will request to meet with you or your designee to collect data and ask questions pertaining to the General Plan update. The contents and scope of the information that Planning needs will be discussed in individual follow-up memos. Staff is currently at the data collection and analysis stage of the General Plan revision process, and some of the needed facts and figures are not readily accessible.

Your cooperation with the Planning Division would be most appreciated. The foundation of a legally adequate and useful General Plan is complete, valid and up-to-date information. Without such information, the document would be legally deficient, thus exposing the City and any developments within our boundaries to potential litigation. Your assistance in this endeavor, therefore, is essential. It appears to be in your best interest to respond because the revised General Plan will attempt to address and remedy a variety of physical, economic and social concerns that directly or indirectly impact your department/division over the next 10-20 years.

If you have any questions about this memorandum, feel free to contact me at extension 215.

CC: Administration  
Building  
Community Resources  
C.R.A.  
Finance  
Fire  
H.C.D.A.  
Police  
Public Works  
Engineering  
Field Operations

INFORMATION AND ITEMS NEEDED FROM ADMINISTRATION DEPARTMENT

1. City Budget for fiscal year '88/'89.
2. City organizational chart and number of employees in each Department/Division (if not specified in Budget).
3. Availability of any public surplus land that could be used for housing.
4. Information on City Emergency Preparedness Plan, if available.
5. Administration's view on where City is headed from a fiscal standpoint.
6. Should the City more actively encourage unincorporated territories to be incorporated into the City?
7. Do you have any thoughts on what are the most cost effective ways to provide services and capital facilities needed by new developments?
8. Feelings about past, current and future planning and development activities, including areas you believe Planning needs to pay close attention to during the update process.
9. Discussion of what you believe are existing major commitments (or "givens") and policy constraints relating to planning, development and land use matters.
10. Any other available pertinent information.

INFORMATION AND ITEMS NEEDED FROM BUILDING DIVISION

1. Inventory of or information on "problem areas" in terms of:
  - a. Hazardous or substandard structures that may be subject to collapse or destruction. (What should City do about them?)
  - b. Geologic hazards, including but not limited to soil or cliff erosion, slope instability, subsidence, liquification or ground failure.
  - c. Fire hazards.
  - d. Flooding.
  - e. Any known existing or abandoned hazardous waste sites.

For each item, the area and type and magnitude of the problem should be defined.
2. Information, if available, on public utilities such as the location of major gas pipelines and electric and telephone transmission lines/corridors.
3. Summary of major Building procedures and policies regarding building inspections and permit issuance.
4. Listing of any special building programs.
5. Explanation of where building and demolition permit information can be found and how it can be interpreted in terms of number, building types, trends, etc.
6. Overview of what you believe are existing commitments (or "givens") and policy constraints relating to building, planning, developments and/or land use matters.
7. Feelings about City's past, current and future planning and development activities, including areas you believe Planning needs to pay close attention to during the General Plan update process.
8. Any other available pertinent information.

INFORMATION AND ITEMS NEEDED FROM COMMUNITY RESOURCES DEPARTMENT

1. Information on existing public and private parks, public open space and recreational facilities.
  - a. Name, type, location, size and amenities of each facility, including joint park/school sites.
  - b. Condition of each facility.
  - c. Population served for each park and overall park system.
  - d. Assessment of future park/recreation needs.
  - e. Identification of public access points to special open space facilities or water bodies (e.g., Walnut Creek).
2. Local, county, state and federal plans and proposals for construction and/or improvement of public parks and recreational facilities.
3. Analysis as to what can be done to resolve the City's current park/open space deficiency. (Should more parks be developed? If so, what type? How many more? What areas are suitable for park and recreation purposes? How should they be financed? Should City follow the Quimby Act?)
4. Inventory of any recreation trails (e.g. horse, biking and pedestrian) in City.
  - a. Type, location and amount of usage.
  - b. Population served and assessment of current needs.
  - c. Listing of any trails, by type and location, proposed by and/or developed under the California Recreational Trails Plan of 1978.
5. Copies of the following documents:
  - a. California Recreational Trails Plan of 1978.
  - b. 1988 Update of California General Recreation Plan.
  - c. California Department of Parks and Recreation Survey of Recreation Facilities, Programs, etc. (from 1986 or '87) for California cities.
6. Identification of areas of outstanding scenic beauty, if known.
7. Listing of general types of existing and needed recreation and human service programs and cultural resources (e.g., museums and senior citizen and youth centers) the Department offers.
8. Analysis of how the City's soon-to-be library service deficiency can be resolved. (Should the library be expanded?) Discuss existing and needed services the library provides.

9. Feelings about City's past, current and future planning and development activities, including areas you believe Planning needs to pay close attention to during the General Plan update process.
10. Overview of what you believe are existing commitments (or "givens") and policy constraints relating to parks and recreation, planning, development and land use matters.
11. Any other available pertinent information.

INFORMATION AND ITEMS NEEDED FROM COVINA REDEVELOPMENT AGENCY

1. Current project area plans and verification of boundaries.
2. Overall "Redevelopment Plan" and map plus general CRA policies and strategies.
3. General information on existing and future positions to be taken on residential, commercial and industrial developments.
4. How is the Agency now applying its money to be used for low and moderate income housing? Should more money be spent for this purpose? Also, is there any public surplus or vacant land available for housing?
5. Feelings about City's past, current and future planning and development activities, including areas you believe Planning needs to pay close attention to during the General Plan update process.
6. Overview of what you believe are existing commitments (or "givens") and policy constraints relating to redevelopment, planning, development and land use matters.
7. Any other available pertinent information.

INFORMATION AND ITEMS NEEDED FROM ENGINEERING DIVISION

1. Copy of current and proposed Capital Improvement Programs, including brief summary of current major projects.
2. Copy of any reports/documents on the condition of the City's streets. Also, a brief assessment of the current state of City roads and major capital facilities. Have existing County Flood Control and Sewer Plans been amended?
3. Identification of any "problem areas" in terms of inadequate street designs and improvementS, water mains, sewers, and/or drainage facilities. Is flooding a problem in any areas?
4. Will any local, county, regional or state plans effect Covina streets or Capital Improvements in the future? Regarding Azusa Avenue, what type of maintenance and site plan review authority does Cal Trans have?
5. General information on:
  - a. City Parking District No. 1, including how well it is functioning and whether there are any plans for expansion.
  - b. Economic structure of existing and proposed lighting, landscaping and other assessment districts.
  - c. Street cleaning and repair/maintenance, tree trimming and street tree plans. What are the key policies, programs and priorities?
  - d. Major utility lines and corridors, if available.
  - e. Any bike, horse or pedestrian trails.
  - f. Federal and State street classification systems.
  - g. National Flood Insurance Program and any pertinent documents pertaining to the Federal Emergency Management Agency (FEMA).
6. Overview of what you believe are existing commitments (or "givens") and policy constraints relating to engineering, planning and development.
7. Feelings about City's past, current and future planning and development activities, including matters you feel Planning needs to pay close attention to during the General Plan update process.
8. Any other available pertinent information.

INFORMATION NEEDED FROM FINANCE DEPARTMENT

1. Key economic and employment characteristics and trends:
  - a. General condition of local economy now and in near future.
  - b. Top retail sales tax generators.
  - c. Existing and projected taxable retail sales, including retail sales for overall City, different areas, and per capita.
  - d. Other information.
2. General information on economic and functional state of major City services (e.g. water, refuse, public safety).
3. Pertinent trends in revenues and expenditures.
4. Future role of user fees, assessment districts, etc. in meeting fiscal needs.
5. Fiscal issues in planning for growth/change:
  - a. The amount of expenditures and number and type of services that are needed per 1,000 population or 50 jobs increase, if available.
  - b. Any information on how future development impacts property and sales tax conditions and projections.
  - c. The City's ability to finance future capital improvements (i.e., water, sewer and wastewater systems and street widening projects).
6. Feelings about the City's past, current and future planning and development activities, including areas you believe Planning needs to pay close attention to during the General Plan update process.
7. Overview of what you believe are existing commitments (or "givens") and policy constraints relating to finance, planning, development and land use matters.
8. Any other available pertinent information.

INFORMATION NEEDED FROM COVINA FIRE DEPARTMENT

1. Identification and classification of rural areas where fire hazards appear greatest (based on, among other things, fuel loading/vegetation, slopes and weather). Plus:
  - a. Historical data on rural fires.
  - b. Identification of development facilities and people in and near hazardous areas.
  - c. Evaluation of the adequacy of access to hazardous areas (e.g., fire roads).
2. Identification and classification of urban areas where fire hazards appear greatest (based on, among other things, the age, condition, size, occupancy and use of structures, spacing between them, and adequacy of access). Plus:
  - a. Historical data on urban fires.
  - b. Identification of people in and near hazardous areas.
3. For all parts of City, total Fire Department service area, response times and water availability, adequacy of equipment and vehicles, personnel and fire fighters per 1,000 population. Is the fire fighter per population ratio sufficient? (If not, what can be done to resolve the deficiency?)
4. Total number of fire stations in Covina, including locations and plans for expansion.
5. Identification of the most hazardous or unsafe types of building materials.
6. Identification of any known hazardous waste sites.
7. Identification of any areas known for flooding or geologic problems.
8. Information on and assessment of existing emergency preparedness and evacuation plans to deal with the identified hazards.
9. Information on any special service agreements with County or other cities.
10. Listing of any special fire prevention programs.
11. Overview of what you believe are existing commitments and policy constraints relating to fire protection, planning and development.
12. Feelings about City's past, current and future planning and development activities, including matters you feel Planning needs to pay close attention to during the General Plan update process.
13. Any other available pertinent information.

INFORMATION NEEDED FROM HOUSING AND COMMUNITY DEVELOPMENT DIVISION

1. Compilation of all local, state and federal housing programs currently offered by the City:
  - a. Number of people being assisted and program prerequisites and guidelines.
  - b. Number and location of complexes and units that participate in housing programs.
  - c. Funding trends and future prospects for programs.
  - d. Which housing programs have been most successful? Why?
  - e. Los Angeles County housing programs that serve Covina unincorporated islands and territories.
2. Information on housing organizations City deals with (e.g., County Housing Authority and Fair Housing Council).
  - a. Name and type of assistance provided.
  - b. Is the assistance useful? Why?
3. Copy of Covina Housing Assistance Plan with brief explanation of key parts.
4. Analysis of City's compliance with 1983 SCAG RHAM.
5. Does City have enough "affordable" housing for low and moderate income persons and/or senior citizens? If no, how much more is needed? What type should it be? Where should it be located? How is it to be provided? Also, should more CRA money be devoted to low and moderate income housing.
6. What are the most effective strategies/programs for dealing with Covina's housing stock, especially in light of the fact that there probably will be an increasing number of deteriorating structures?
7. Information on the following:
  - a. Vacant or underutilized land or government surplus property that could be used for housing.
  - b. Market conditions, housing costs, rents, mortgages and vacancy rates.
  - c. Existing and future special housing needs, areas with overcrowding and level of payment compared to ability to pay or the estimated number of people in City earning under 80% of the county median income who pay 30% of their income in housing.
8. Discussion of pertinent HCDA housing policies, strategies and/or priorities.

9. Overview of what you believe are existing commitments and policy constraints relating to housing, planning and development.
10. Feelings about City's past, current and future planning and development activities, including matters you feel the Planning Division needs to pay close attention to during the General Plan update process.
11. Any other available pertinent information.

INFORMATION NEEDED FROM POLICE DEPARTMENT

1. Identification of "high crime areas", if known.
2. Information on the total Police Department service area, response times, adequacy of police facility, personnel (including the number of sworn officers and reserves) and officers per 1,000 population. Is the officer per population ratio sufficient? If not, what could be done to resolve the deficiency?
3. Additional information on:
  - a. Animal control services and programs.
  - b. Crime prevention and neighborhood watch programs.
  - c. Patrolling practices on Azusa. (Does City or Highway Patrol have jurisdiction?)
  - d. Any special service agreements with County or nearby cities.
  - e. Areas with relatively high number of auto accidents.
  - f. Any expansion plans for Police Station.
4. Identification of areas where many noise or other complaints are received.
5. Are there any large private security services in the City?
6. Overview of what you believe are existing commitments and policy constraints relating to police protection, planning and development.
7. Feelings about City's past, current and future planning and development activities, including matters you feel the Planning Division needs to pay close attention to during the General Plan update process.
8. Any other available pertinent information.

INFORMATION NEEDED FROM TRANSPORTATION AND CODE ENFORCEMENT OFFICIAL

1. Information on private transit or paratransit (e.g., jitneys, dial-a-ride, taxi-service, buses, vans.).
  - a. Identification of sponsoring organizations, routes and services.
  - b. Trends in use and current and future needs served.
  - c. Adequacy of existing routes, services and facilities and the need for expansion/improvement of services.
  - d. Plans for future expansion.
2. Information on car pooling, van pooling and TDM programs, if available.
3. General information on RTD, Foothill Transit and any other public transit services, such as routes, services, facilities, users, etc.
4. Copy of current code enforcement "summary report."
5. Brief evaluation of current code enforcement program and discussion of future new ordinances and activities.
6. Overview of what you believe are existing commitments and policy constraints (or "givens") relating to transportation, code enforcement, planning and development.
7. Feelings about City's past, current and future planning and development activities, including matters you feel the Planning Division needs to pay close attention to during the General Plan update process.
8. Any other available pertinent information.

INFORMATION NEEDED FROM CHAMBER OF COMMERCE

1. Listing of current top 25 employers and major financial institutions.
2. Key City business and employment/labor force characteristics and trends.
3. Market factors and trends affecting demand for commercial and industrial development.
4. Your general views on growth, development and revitalization, including an assessment of the business community's needs.
5. Your feelings about Covina's past, current and future planning and development activities, including areas you believe Planning needs to pay more attention to during the General Plan update process.
6. Any other available pertinent information.

INFORMATION NEEDED FROM HISTORICAL SOCIETY

1. Listing of historically significant buildings and structures.
2. Identification of historically significant parts of the City.
3. Listing of scenic streets or places that are worthy of protection.
4. General policies, guidelines and procedures on preservation activities.
5. Listing of structures, which are currently not designated historically significant, that you feel should receive special designation.
6. Any other available pertinent information.

CITY OF COVINA

INTER-OFFICE MEMORANDUM

April 22, 1992

TO: Clyde Hasemeyer, Housing Program Coordinator

VIA: Hal Ledford, City Planner  
*a.c.*

FROM: Alan Carter, Associate Planner

SUBJECT: INFORMATION REQUESTED FOR HOUSING ELEMENT

Hello, Clyde. As we mentioned to you recently, we are writing the General Plan Housing Element and would like to get from you various housing-related items and information. The information and items are needed to update and complete Planning's housing data base. When you have gathered the material or obtained the requested information, please contact Alan to arrange for a meeting. We thank you for your assistance in this matter.

The needed information and items are:

1. Regarding CRA's Rent Subsidy Program
  - a. Is the City's eligibility policy still to provide rental assistance to the disabled and to anyone, regardless of age, that is considered a very low income household, but to give priority to very low income seniors?
  - b. Have there been any changes in the Program since the Agency's 11-19-91 determination to take \$50,000 from Multiple-family Rehabilitation and put into Rent Subsidy? (Or, will the Agency spend \$350,000 this fiscal year subsidizing 86 very low income households at Village Green, as proposed?)
  - c. Of the 28 non-Village Green units or households being subsidized under the Program, generally what types of households are involved (i.e., very low income seniors, very low and low income large families, or what?) and generally where do they reside?
  - d. Pertaining to Village Green, we would like general information on the financial mechanics of the lease agreement the Agency has with Lewis/McIntyre.
2. Regarding the Agency's Rehabilitation Program
  - a. For the current fiscal year, how many loans/grants will be given out?

- b. Is it possible to break down "a" according to household income category (i.e., percent very low and low) and application type (i.e., number of reroofs, fence repairs, etc.)?
  - c. We would like a copy of a Rehabilitation informational handout or any other item that provides general information about the Program.
  - d. How, if at all, is the Agency currently spending the \$71,350 allocated for multiple-family rehabilitation? Also, what strategies or target areas/complexes, if any, are being considered?
3. Regarding the Shadow Hills Apartment Complex
- According to the State Department of Housing and Community Development, 44 of the 216 units have "use restrictions." What type of restrictions are involved, and are the restrictions subject to termination within the next ten years?
- 4. Does Redevelopment have an "Expenditure Plan," which, according to our research, is the required blueprint for showing how the 20% set-aside will be spent within 5 years from the end of the fiscal year that excess surplus funds began to accumulate. Also, by the end of what fiscal year must the 20% set-aside be spent?
  - 5. Does Redevelopment have a "Compliance Plan" (required pursuant to AB 315, see Exhibit A)? If so, what is its status?
  - 6. Regarding the CHAS
    - a. May we borrow the City's copy of the final/adopted CHAS document and get a copy of the CHAS Questionnaire you completed last June (see Exhibit B)?
    - b. Has the CRA taken an official position or made any noteworthy comments about the CHAS?
  - 7. Regarding Covina's Special Housing Needs

It is our understanding that the following segments are the most needy in terms of rental assistance: lower income seniors; lower income families, particularly large families; and female-headed households. Any comments?
  - 8. Miscellaneous Information Needed
    - a. Total number of houses rehabilitated (i.e., that participated in the CDBG-funded and/or CRA programs) from 7/83 to 6/88 and from 7/89 to 6/92. How many houses would you say will be rehabilitated from 7/92 through 6/94?

- b. Total number of households, by income category, if available, provided with Section 8 and/or CRA rental assistance from 7/83 to 6/88 and from 7/89 to 6/92.  
Approximately how many additional households do you believe will be provided with CRA assistance from 7/92 through 6/94?
- c. Copies of the following:
- 1 ) 1991 Housing Authority Section 8 Tenant Directory (Exhibit C).
  - 2 ) 1991 Section 8 Income Limits (Exhibit D).
  - 3 ) Revised lower income census tract map, if available (Exhibit E).

CC: Michael A. Marquez, Community Development Director

Other changes enacted in AB 315 include:

- Redevelopment agencies are authorized to set aside more than 20 percent in one project to make up for setting aside less than 20 percent in another operated by the same agency, so long as 20 percent of the agency's total tax increments are set aside for low- and moderate-income housing. Existing law already allows an agency to set aside more than 20 percent of its overall total tax increments for housing.
- Each agency must adopt by January 1, 1993 a plan for each project area to ensure compliance, within ten years, with criteria in Health and Safety Code Section 33413 regarding the affordability mix of housing to be assisted. The new amendments contain specific requirements to be addressed in the plans, including the number of units to be produced during a five year period, and actions to be taken in the event the agency either exceeds or falls short of the planned objectives within the ten year period. Adopted plans shall be reviewed and amended if necessary every five years in conjunction with the housing element cycle for the locality. We recommend that these plans be incorporated into the housing element, which is already required to include information on the planned uses of the local redevelopment agency's housing set-aside funds (Government Code Section 65583(c)).

AB 1785 requires that redevelopment agencies report all non-setaside funds used to assist projects, including affordable housing, which also receive funds from the federal HOME or HOPE programs. This information should be included in agencies' annual activity reports to their legislative bodies and to the state, prepared pursuant to Section 33080.1 of the Government Code. HCD will provide for reporting this information in its annual questionnaires to agencies regarding their housing activities.

#### Article XXXIV Legislation

AB 1928: Existing law exempts certain kinds of housing projects from the requirement of Article XXXIV of the State Constitution that a public body (including a city or county acting through a redevelopment agency) obtain voter approval to develop, construct, or acquire any "low-rent housing project." The existing exemption includes rehabilitation or replacement of a previously existing low-rent housing project. This bill adds that a project previously or currently occupied by lower income households is also exempted.

CHAS QUESTIONNAIRE  
Due June 21, 1991

City \_\_\_\_\_

Contact Person \_\_\_\_\_

Phone Number \_\_\_\_\_

Please provide answers to the following questions that have been developed to respond to different CHAS components. Definitions are provided at the end of the questionnaire.

MARKET CHARACTERISTICS - Answers to some of these questions may be found in your City's most recent Housing Element of the General Plan.

- 1) Please provide the total number of housing units in the City and of the total, the number that are rentals, owner occupied and vacant.

\* Total units 15,938  
\* Rental units 6,074  
\* Owner units 9,914  
\* Vacant units 592

- 2) Special needs housing - Please provide information on the number of units in the City for special needs groups such as elderly and physically/mentally disabled.

\* Senior housing units \_\_\_\_\_  
\* Disabled housing units \_\_\_\_\_  
\* Other (see definitions for examples) \_\_\_\_\_

- 3) Public Housing - Please indicate the number of publicly owned housing units in the City if applicable.

- 4) Rehabilitation needs - Please estimate the number of housing rehabilitations completed by family type since 9/30/90.

\* Elderly \_\_\_\_\_  
\* Large family (five or more) \_\_\_\_\_  
\* Small family \_\_\_\_\_  
\* Total rehabs \_\_\_\_\_

## ACTIVE CONTRACTS/CITY CODE: 1011

INT-NO	ORG	TENANT NAME	UNIT ADDRESS	BR	CERTNO	MOVE-IN	CONT-INT	EFF-DATE	CONT-EXP	RENT	HPMT	TPMT
					PHONE-NO							
10-0221	01	COOKE, MARY 00179-00 LOUISE KILLGORE	349 E BADILLO ST COVINA CA 91723	E1	000591	06/01/76	06/01/76	06/01/90	05/31/91	314	180	134
					967-9761							
0-0628	01	BEFANO, JOSEPH 00474-00 THEO WELLER	270 ORLANDO WY #4 COVINA CA 91723	E1	000459	08/16/76	08/16/76	09/01/89	08/31/91	459	200	259
					966-6588							
0-1445	01	NICHOLSON, DOLORES 00964-00 CIENEGA GARDENS	1960 E CIENEGA #105 COVINA CA 91724	E1	003389	12/01/76	12/01/76	03/01/90	12/31/90	242	83	159
					966-0936							
0-1490	01	SERBER, LILLIAN 00964-00 CIENEGA GARDENS	1916 E CIENEGA #110 COVINA CA 91724	E1	003154	01/01/77	01/01/77	05/01/90	12/31/90	222	55	167
					332-3760							
0-2106	01	CLARRISSIMEAUX, THELMA 00325-00 RICHARD P PALMER	280 ORLANDO WY COVINA CA 91723	E1	003927	04/01/77	04/01/77	06/01/90	05/31/91	519	363	156
					(818) 339-6866							
0-3117	01	GAMBLE, JAMES 15994-00 WILLIAM KAGY	168 W CENTER ST COVINA CA 91723	E1	017826	10/12/88	10/12/88	11/01/89	10/31/90	514	366	148
0-3424	01	BALDWIN, MARIE 00964-00 CIENEGA GARDENS	1916 CIENEGA AV #101 COVINA CA 91724	E1	033616	05/01/80	05/01/80	05/01/90	04/30/91	222	54	168
					(818) 339-4150							
0-3426	01	YOUNG, ANN 00964-00 CIENEGA GARDENS	1938 E CIENEGA #105 COVINA CA 91724	E1	033615	05/01/80	05/01/80	06/01/90	04/30/91	222	41	181
					962-8727							
0-3431	01	DE NICOLA, CABERIA 00964-00 CIENEGA GARDENS	1972 E TUDOR ST #205 COVINA CA 91724	E1	033628	05/01/80	05/01/80	07/01/90	04/30/91	222	99	123
					967-3470							
-3433	01	SLIWINSKI, ANNA 00964-00 CIENEGA GARDENS	1206 LYMAN #106 COVINA CA 91724	E1	033625	05/01/80	05/01/80	05/01/89	04/30/90	222	61	161
-3477	01	WEINSTEIN, BLANCHE 02712-00 COVINA WEST APTS	933 W CAMERON #101 WEST COVINA CA 91790	E1	033582	05/01/80	05/01/80	05/01/90	04/30/91	265	128	137
-3604	01	DINARDI, MARIA 62 06007-01 HELEN WOO	1220 W SN BERNARDNO RD # E1 033684 COVINA CA 91722	(818) 966-6875	06/01/80	06/01/80	07/01/90	11/30/90	539	384	155	
-4355	01	MORRIS, DOLLY 15692-00 N OR R BARRON	505 S 1ST ST #2 COVINA CA 91723	E1	035791	10/14/82	10/14/82	11/01/89	10/31/90	528	383	145
					331-8871							
-4459	01	BINNAY, BLANCHE 08579-00 ALFRED TRELLA	211 W CENTER ST #4 COVINA CA 91723	E1	035971	02/11/83	02/11/83	04/01/90	02/28/91	491	346	145
					339-7160							
-4907	01	KNAPP, DOROTHY 00964-00 CIENEGA GARDENS	1960 CIENEGA #102 COVINA CA 91724	E1	037045	07/03/84	07/03/84	08/01/89	07/31/91	222	63	159
					(818) 966-5331							
-4920	01	WATSON, BETH 14226-00 REPUBLIC MANAGEMENT CO	160 E COVINA #53 COVINA CA 91722	E1	037081	10/09/87	10/09/88	11/01/89	10/31/90	554	417	137
-4923	01	VAN KWARTEL, YOLANDA 00964-00 CIENEGA GARDENS	1938 CIENEGA #204 COVINA CA 91724	E1	037124	07/19/84	07/19/84	08/01/89	07/31/91	222	72	150
-4959	01	DROTAR, BETTY 14226-00 REPUBLIC MANAGEMENT CO	164 E COVINA BL #75 COVINA CA 91722	E1	037137	10/07/87	10/07/87	07/01/90	10/31/90	545	396	149
-5136	01	MCMILLIAN, NATHANIE 14772-01 DEL REY APARTMENTS	526 S FIRST AV #8 COVINA CA 91723	E1	037423	10/01/84	12/18/89	12/18/89	12/31/90	563	405	158
-5666	01	HAZAN, BEATRICE 11458-00 KEE WHAN HA & INDONG OH	1255 E BADILLO ST #A COVINA CA 91724	E1	038325	05/01/86	05/01/86	07/01/90	04/30/91	560	407	153
					331-7572							
5779	01	DRAKE, EDITH 11458-00 KEE WHAN HA & INDONG OH	1133 WANAMAKER DR #C COVINA CA 91724	E1	038447	10/03/86	10/03/86	11/01/89	10/31/90	518	373	145
					331-9612							
6086	01	CARAWAY, LILLIAN 14425-00 JUDI CARAWAY	716 N GRAND AV #SPK2 COVINA CA 91724	E1	039009	11/03/87	11/13/87	03/01/90	11/30/90	402	262	140
6171	01	BEAUFOY, IRIS 14359-00 REPUBLIC MANAGEMENT CO	156 E COVINA BL #22 COVINA CA 91722	E1	039384	01/08/88	01/08/88	02/01/90	01/31/91	545	472	73
6231	01	CAMERON, EUAN 14359-00 REPUBLIC MANAGEMENT CO	150 E COVINA BL #10 COVINA CA 91722	E1	039053	03/14/88	03/14/88	04/01/90	03/31/91	457	249	208
6238	01	WARD, CATHERIN 14359-00 REPUBLIC MANAGEMENT CO	168 E COVINA BL #112 COVINA CA 91722	E1	039100	04/06/88	04/06/88	05/01/90	04/30/91	459	305	154
6646	01	RAGAN, JOYCE 17794-00 VIRGINIA C MCHANN	200 N VALENCIA PL #7 COVINA CA 91723	E1	039782	04/11/90	04/11/90	04/11/90	04/30/91			EXHIBIT C



## LOS ANGELES COUNTY

**CDBG BULLETIN**

Community Development Commission

2525 Corporate Place, Monterey Park, California 91754

NUMBER 90-0013

SUBJECT SECTION 8 INCOME LIMITS FOR 1990

DATE March 22, 1990

EFFECTIVE DATE: Immediately

PAGE 1 OF 2

**TO:**  
**PARTICIPATING CITIES**  
**COMMUNITY-BASED ORGANIZATIONS**  
**COUNTY DEPARTMENTS**  
**CDC DIVISIONS**

The following are the new Section 8 Income Limits for Los Angeles County effective as of February 16, 1990. These limits are based on the HUD estimates of the median family income for Fiscal Year 1990. The limits apply to limited clientele activities, such as housing rehabilitation, public services, public housing and Section 8 programs.

The limits for lower income families are based on 80 percent of the median income of \$38,900 for the area, with adjustments for smaller and larger families. The limits for very low-income families are based on 50 percent of the median, with adjustments for family size.

Number of Persons Per Family	Section 8 Very Low Income 50% - Median	Section 8 Lower Income 80% - Median
1	\$14,600	\$21,750
2	16,700	24,900
3	18,750	28,000
4	20,850	31,100
5	22,500	33,050
6	24,200	35,000
7	25,850	36,950
8	27,500	38,900

As a reminder, a limited clientele activity is defined as an activity which benefits a specific population and other records concerning individuals receiving assistance are maintained. Income documentation must be maintained on each client served under these activities with the exception of activities directed to groups that are presumed to be low- and moderate-income. Eligibility is generally presumed for abused children, battered spouses, as well as, elderly, handicapped and homeless persons.

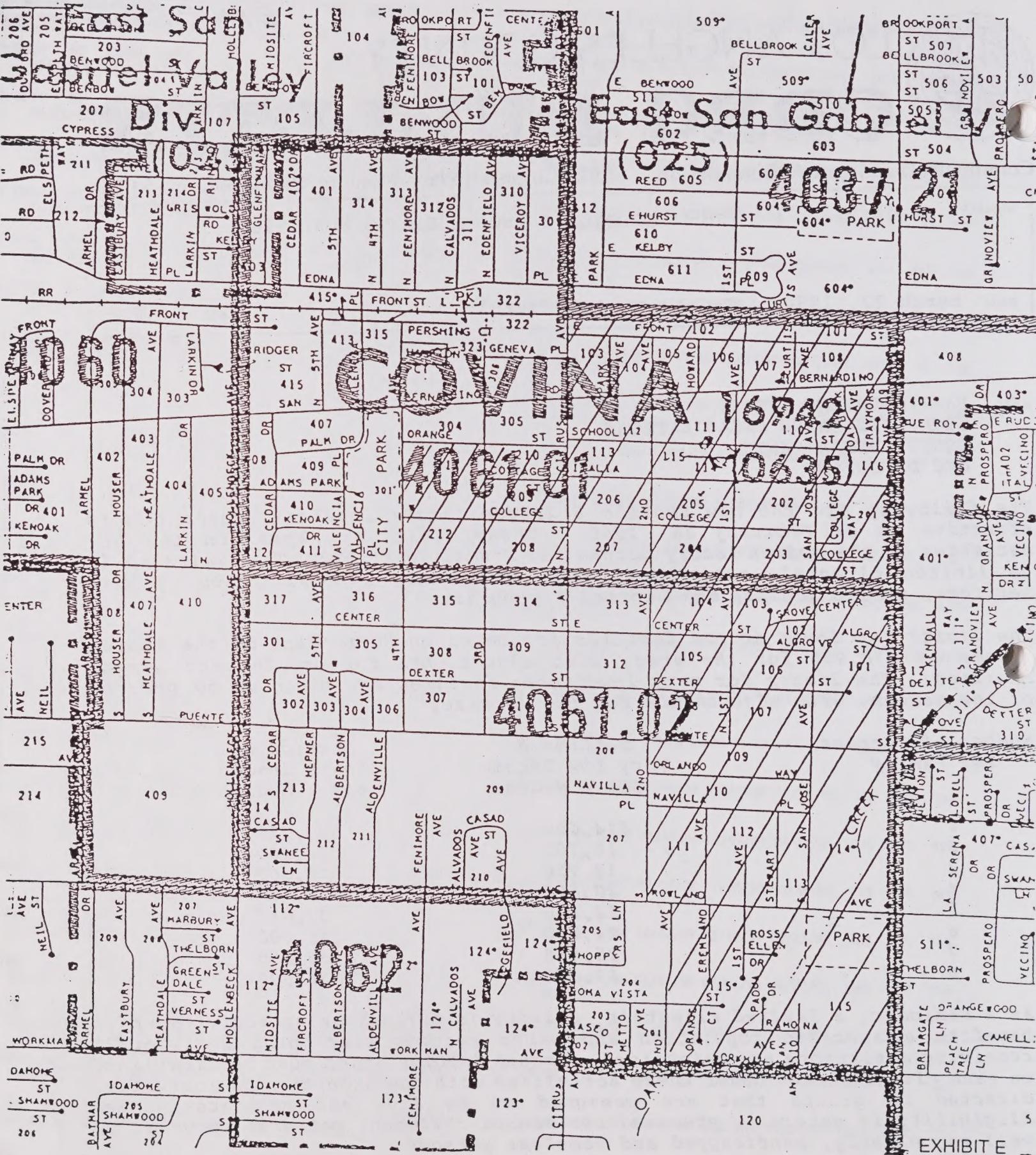


EXHIBIT E

CITY OF COVINA

COVINA PUBLIC LIBRARY  
IN CONJUNCTION WITH  
COVINA LITERACY COUNCIL

# TRAINING FOR LITERACY TUTORS

THE NEXT TRAINING SERIES FOR LITERACY  
TUTORS WILL BE HELD ON:

SATURDAY - NOVEMBER 7

SATURDAY - NOVEMBER 14

SATURDAY - NOVEMBER 21

From 9:00 a.m. to 1:00 p.m.

LOCATION: COVINA PUBLIC LIBRARY  
COMMUNITY ROOM  
234 N. SECOND AVENUE  
COVINA, CA. 91723

Certification as a literacy tutor in the Laubach  
method of reading instruction requires attendance  
at all three sessions. Tutoring materials will  
be free.

Please call the library to pre-register for the  
training at (818) 858-7296. Ask for Rita, Marcia  
or Pat.

